DOCUMENT RESUME

ED 378 991 IR 055 392

TITLE	Report on Evaluation of Definitions Used in the Public Library Statistics Program. Technical Report.
INSTITUTION	Bureau of the Census (DOC), Washington, DC. Governments Div.
SPONS AGENCY	National Center for Education Statistics (ED), Washington, DC.
REPORT NO	ISBN-0-16-045467-0; NCES-95-430
PUB DATE	Jan 95
NOTE	86p.
AVAILABLE FROM	U.S. Government Printing Office, Superintendent of Documents, Mail Stop: SSOP, Washington, DC 20402-9328.
PUB TYPE	Statistical Data (110) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	*Data Analysis; Data Collection; *Definitions; *Federal Programs; Federal State Relationship; Library Collections; Library Personnel; *Library Services; *Library Statistics; *Public Libraries; Vocabulary
IDENTIFIERS	Federal State Cooperative System; National Center For Educational Statistics; Public Library Statistics Program

ABSTRACT

This report reflects the results of an evaluation of the definitions used in the annual Public Library Statistics (PLS) program, a joint federal-state information collection project, and is intended to raise specific issues for discussion among the National Center for Education Statistics (NCES), the Federal State Cooperative System (FSCS), and the states concerning these definitions. Definitions are given for four categories of variables for which statistics are collected: outlets, staff, collections, and services. The statistics for each variable measure the number of occurrences at the individual public library level, and permit aggregations at the state and national levels. Each subsection of variables contains: (1) the FSCS definition, including any prior changes that are useful in the definition's analysis; (2) the state definition and comparison to the FSCS definition; (3) data describing what the statistics indicate about how the definition is applied; and (4) issues describing any problems in the definition or its application. In addition, each subsection provides a brief background description for the general category, the variables, and the products or services the PLS census is attempting to measure. (Contains 66 references and 20 tables.) (MAS)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED 378 991

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

IR

Report on Evaluation of Definitions Used in the Public Library Statistics Program

IR055392

BEST COPY AVAILABLE

2

NATIONAL CENTER FOR EDUCATION STATISTICS

Technical Report January 1995

Report on Evaluation of Definitions Used in the Public Library Statistics Program

A Report Prepared for
the National Center for Education Statistics
by the
Governments Division, Bureau of the Census

Carrol Kindel, Project Officer
National Center for Education Statistics

U.S. Department of Education
Office of Educational Research and Improvement NCES 95-430

U.S. Department of Education
Richard W. Riley
Secretary

Office of Educational Research and Improvement
Sharon P. Robinson
Assistant Secretary

National Center for Education Statistics
Emerson J. Elliott
Commissioner

National Center for Education Statistics

"The purpose of the Center shall be to collect, analyze, and disseminate statistics and other data related to education in the United States and in other nations."—Section 406(b) of the General Education Provisions Act, as amended (20 U.S.C. 1221e–1).

January 1995

Contact:
Carrol Kindel
(202) 219–1371

For sale by the U.S. Government Printing Office
Superintendent of Documents, Mail Stop: SSOP, Washington, DC 20[illegible]2-9328
ISBN 0-16-045467-0

Foreword

This report was prepared by the Government's Division of the U.S. Bureau of the Census. The report reflects the results of an evaluation of the definitions used in the annual Public Library Statistics program, which is a joint Federal-state information collection project. The definitional evaluation study is the second phase of a broader project being conducted by the Census Bureau and the National Center for Education Statistics (NCES) to evaluate the overall statistics available from the annual Public Library Statistics program.

The purpose of this evaluation is to raise specific issues for discussion among the NCES, the Federal State Cooperative System (FSCS), and the states concerning the definitions used in the Public Library Statistics program.

Assistance from the many state library agencies, the FSCS liaisons in the states, the National Center for Education Statistics, and the National Commission on Libraries and Information Science, is gratefully acknowledged.

Table of Contents

Foreword..... iii

Introduction..... 1

Section 1. Outlets..... 7

1.1 Defining Public Library..... 7
1.2 Central Library..... 11
1.3 Branch Library..... 13
1.4 Bookmobiles..... 16
1.5 Other Outlets..... 18

Section 2. Staff..... 29

2.1 Measuring Full-Time Equivalent Employment... 29
2.2 ALA-MLS..... 32
2.3 Total Librarians..... 33
2.4 Other Paid Employees..... 36
2.5 Total Paid Employees..... 37

Section 3. Collections..... 43

3.1 Book/Serial Volume..... 46
3.2 Audios..... 49
3.3 Films..... 52
3.4 Videos..... 53
3.5 Subscriptions..... 55

Section 4. Services..... 59

4.1 Public Service Hours..... 60
4.2 Attendance..... 62
4.3 Circulation..... 64
4.4 Interlibrary Loans..... 66

Appendix. Linkage Among Definitions..... 75

Bibliography..... 81

Abbreviations Used In This Report

The following abbreviations are used throughout this report:

ALA--American Library Association-foremost private organization involved with library statistics, and a principal reference for public library information.

DECPLUS--Data Entry Conversion for Public Library Universe System -a personal computer software package for use by the states and the Federal government, to collect individual public library data, compile statistics, and generate tables.

FSCS--Federal State Cooperative System-a formal system whereby the state and Federal governments work together to collect public library information and statistics. Established by law by the National Center for Education Statistics and state library agencies, with full participation by the National Commission on Libraries and Information Science. The full title is the Federal State Cooperative System for Public Library Data.

FTE--Full-Time Equivalent-a computed statistic representing the number of full-time employees that could have been employed if the reported number of hours worked by part-time employees had been worked by full-time employees.

MLS--Master of Library Science-graduate level degree

NCES--National Center for Education Statistics-the Federal agency, within the Department of Education, that is responsible for collecting library statistics on a national scale.

NCLIS--National Commission on Libraries and Information Science-the Commission is responsible for developing plans for meeting the library and information needs of the Nation, for coordinating Federal, State, and local activities to meet these needs, and for advising the President and the Congress on national library and information science policy.

PLS--Public Library Statistics program-the annual census of public libraries conducted by the Federal State Cooperative System and released by the National Center for Education Statistics. The program being evaluated in this report.

Introduction

This is the second in a series of reports evaluating the Public Library Statistics (PLS) program. The first report was an evaluation of coverage in the PLS, entitled *Report on Coverage Evaluation in the Public Library Statistics Program*. It is referred to throughout this report as the *Report on Coverage Evaluation*.

This is a report on the definitions used in the PLS program. It covers definitions in four categories of variables for which statistics are collected in the PLS program.[1] The variables are grouped into the categories shown below. The statistics for each variable are intended to measure the number of occurrences at the individual public library level, and to permit aggregations at the state and national levels.

Variables

The variables for which definitions are evaluated are listed below. Numbers indicate the section and subsection of the report:

Section 1. Outlets
- 1.1 Public library
- 1.2 Central libraries
- 1.3 Branch libraries
- 1.4 Bookmobiles
- 1.5 Other outlets

Section 2. Staff
- 2.1 Full-time equivalent employment
- 2.2 ALA/MLS
- 2.3 Total librarians
- 2.4 Other paid employees
- 2.5 Total paid employees

Section 3. Collections
- 3.1 Books/serial volumes
- 3.2 Audio
- 3.3 Films
- 3.4 Videos
- 3.5 Subscriptions

---

[1]The variables excluded from this report are those dealing with the finances of public libraries. Financial variables and their definitions will be covered in the next report in this PLS program evaluation series.

Section 4. Services
- 4.1 Public service hours
- 4.2 Attendance
- 4.3 Circulation
- 4.4 Inter-library loans

Appendix: Linkage among variables

Format

A standard format is applied to each section in this report, so that content is consistent and comparable. Each subsection contains:

1. FSCS Definition--the FSCS definition (1991) and any prior (1990) or subsequent (1992) changes that are useful in analyzing its strengths and weaknesses of the definition.

2. State Definition--state definitions, with references to tabular presentations of the differences, timing considerations, and a discussion of explicit differences from the FSCS.

3. Data--describing what the statistics indicate about how the definition is applied, including ranges and consistency among the states, a description of the edits and checks that were analyzed, recognition of outliers (if any), and state detail.

4. Issues--describing any problems in the definition or its application, points of clarification, alternative definitions such as those used in other statistical programs, and recommendations.

In addition, the leading subsections contain a brief background description for the general category, the variables, and the products or services the PLS census is attempting to measure. The background also includes references where appropriate to the *Report on Coverage Evaluation*.

Methodology

This evaluation involved several steps. First was an examination of the FSCS definition for each variable. All parts were reviewed, including the relationship of each definition to other definitions, especially those for variables within the same category.

Each state's definition for the variable was examined to determine whether the definition on the state annual report form contained the essential parts of the FSCS definition. This analysis was done using the individual state reporting

instruments that had been sent to the NCLIS.[2] The reporting instruments were those used by state library agencies to collect data for their own purposes. In most cases, these were not for the same reporting period covered by the 1991 PLS census. Table A displays the reference period for the states. Most of the state report forms fell into the 1992 and 1993 reference period.

The state instruments provided information on definitions, and were a significant input for this evaluation study. Nevertheless, they were not useful for explicitly analyzing the numbers reported by each state for the 1991 PLS. There was not necessarily a definitive link between what a state collected for its own purposes, and what it reported for the PLS census. The state definitions were a guide for making the link and evaluating the PLS dataset further.

This reference problem was mitigated by two factors. First, the FSCS definitions changed very little during the 1990-1992 time period. The FSCS definitions did not change at all from 1990 to 1991. There was no change to thirteen variables between 1991 and 1992. There were minor changes in wording for five of the other variables analyzed in this report. One variable for which statistics were collected during the 1991 PLS was subsequently dropped from the program. This was the measure of "Other Outlets."

The second mitigating factor was the use of the individual state public library directories. These directories often contained definitions used by the states, in addition to the basic directory of public libraries in the state and measures of the services they provide. These directories were referenced during the review of state definitions.

The third step in this evaluation involved examining the 1991 NCES dataset. This was done to look for statistical evidence of definitional differences among the states. We also were able to compare statistics in the 1991 NCES dataset to statistics from the state directories and the 1990 and 1992 NCES datasets. Statistical evidence such as outliers were further examined to determine whether the definitions used were the source of inconsistencies in the data.

---

[2]At the request of the FSCS Steering Committee, forty-nine state data coordinators submitted copies of their annual report forms to the National Commission on Library Information Systems (NCLIS). Along with the form, many states sent the associated instructions. The NCLIS supplied a copy of all of the documents for use in this evaluation report.

Reference Periods

Table A shows the reference periods for the state reporting instruments that were examined. The most common reference period (16 states) began July 1, 1992 and ended June 30, 1993 (see table A). Four states had a reference period for calendar year 1992, January 1, 1992 through December 31, 1992. The report form from Kansas was for calendar year 1993. Four states (Alabama, Florida, Michigan, and Mississippi) used a year beginning October 1. Table A shows that the reference periods for the report forms submitted to NCLIS were spread widely. It is difficult to consider comparable data derived from such varying reference periods.

The time period covered by the PLS census is not a variable. However, it has an impact upon the comparability of the statistics. The NCES recognizes this in its annual publication on public library statistics. The publication for the 1991 PLS, *Public Libraries in the United States: 1991*, contained a table entitled "States by Reporting Date" (page 5). That table indicates that the reporting periods covered by the statistics in the NCES report varied in length as well as start and end dates. The length ranged from six months to 18 months. Start and end dates ranged from January 1, 1990 to December 31, 1991.

Recommendations

The *Report on Coverage Evaluation* noted the reporting period issue, as it applied to coverage, and recommended that the FSCS consider applying a stronger guideline. This recommendation applies to reporting for the variables examined in this evaluation.

It is noted that between the 1991 and 1992 PLS censuses, there was improvement in this issue. However, there remains both within and between state variation in the reporting period used, as well as in the length of the reporting period.

Table A. Reference Period for State Reporting Instructions

State or area	Period covered by by annual report		Comments
	Start date (1)	End date (2)	(3)
Alabama	10/01/91	09/30/92	
Alaska	07/01/92	06/30/93	
Arizona	07/01/92	06/30/93	
Arkansas	07/01/92	06/30/93	
California	07/01/92	06/30/93	
Colorado	01/01/92	12/31/92	Report due date of February 26, 1993.
Connecticut	07/01/92	06/30/93	This is the state standard. Statistics are to be reported as of June 30.
Delaware	07/01/92	06/30/93	
District of Columbia	no instructions available		The public library's fiscal year is from October 1 to September 30.
Florida	10/01/91	09/30/92	
Georgia	07/01/92	06/30/93	
Hawaii	10/31/92		Most statistics to be reported for the last week of October.
Idaho	10/01/92	09/30/93	
Illinois	07/01/92	06/30/93	
Indiana	Annual Report 1992		Indicated as January 1, 1992 - December 30, 1992 in the NCES dataset.
Iowa	07/01/92	06/30/93	
Kansas	01/01/93	12/31/93	
Kentucky	07/01/92	06/30/93	
Louisiana	01/01/92	12/31/92	
Maine	various	various	FY 1992 covered 12 months ending no later than June, 1992
Maryland	FY1993		Indicated as July 1, 1992 - June 30, 1993 in the NCES dataset.
Massachusetts	07/01/92	06/30/93	
Michigan	10/01/92	09/30/93	
Minnesota	01/01/92	12/31/92	
Mississippi	10/01/91	09/30/92	
Missouri	no date available		Reporting instruction did not specify a time period.
Montana	07/01/92	06/30/93	
Nebraska	1992/1993		Reporting instructions applied to FY 1992/1993.
Nevada	07/01/91	06/30/92	
New Hampshire	various	various	Could be calendar year 1992 or fiscal year 1992.
New Jersey	01/01/91	12/31/91	Instructions evaluated were for 1991. Report form was for 1992.
New Mexico	FY1992-1993		Indicated as July 1, 1992 - June 30, 1993 for NCES dataset.
New York	01/01/92	12/31/92	
North Carolina	no date available		Instructions dated April, 1993. Indicated as July 1, 1992 - June 30, 1993 for NCES dataset
North Dakota	01/01/92	12/31/92	
Ohio	no instructions available		
Oklahoma	FY 1993		Indicated as July 1, 1992 - June 30, 1993 for NCES dataset.
Oregon	07/01/92	06/30/93	
Pennsylvania	07/01/92	06/30/93	
Rhode Island	07/01/92	06/30/93	
South Carolina	07/01/92	06/30/93	
South Dakota	1993		Indicated as January 1, 1993 - December 31, 1993 for NCES dataset.
Tennessee	FY 1993-1994		Indicated as July 1 - June 30 in previous NCES reports.
Texas	various	various	Instructions were for fiscal year 1993. Public libraries have varying fiscal years.
Utah	various	various	Counties: January 1, 1992 - December 31, 1992. Cities: July 1, 1991 - June 30, 1992
Vermont	various	various	Instructions were for fiscal year 1992, which varied according to city and town fiscal years.
Virginia	07/01/92	06/30/93	
Washington	01/01/92	12/31/92	
West Virginia	07/01/92	06/30/93	
Wisconsin	FY 1992		Indicated as january 1, 1992 - December 31, 1992 in NCES dataset.
Wyoming	07/01/92	06/30/93	

Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

Section 1. Outlets

1.1 Defining "Public Library"

Background

The *Report on Coverage Evaluation* concluded that coverage in the PLS program was very comprehensive. Based on the 1991 NCES dataset, it concluded that the national aggregate coverage rate for the PLS program was 99.5 percent, and that the national match rate was 98.8 percent. Aggregate coverage rates among the states ranged from 87.5 percent to 106.3 percent. Match rates among the states ranged from 86.1 percent to exactly 100 percent in 30 states. The total number of public libraries in the United States was determined to be 9,091, which was slightly more than the 9,050 contained in the NCES dataset.[3]

One of the questions posed was whether there existed a large number of entities that provided general library services to the public, but fell outside the scope of the public library definition and were therefore excluded from coverage in the PLS census.

There were 171 library entities that fell into this category for 1991. This represented the maximum number of entities that were providing library services, but failed to meet the criteria used to define a public library. Table 1-1 contains a tabulation of these "excluded" library entities, by state.

The reason 171 represents the maximum (rather than the exact) number of excluded libraries is that it could not be determined in all cases whether they were active during the 1991 time period covered by the evaluation. State library agency representatives indicated that these local library entities frequently did not respond to annual reporting requirements. Their status (active or inactive) could not be determined from at least two independent sources.

FSCS Definition

These excluded libraries met some, but not all of the criteria used to define a public library. The definition in place for the 1991 PLS census read as follows:

> *an entity that provides all of the following: a) an organized collection of printed or other library materials,*

---

[3] Aggregate coverage rates and match rates are described on pages 12-14 in the *Report on Coverage Evaluation of the Public Library Statistics Program (NCES, 1994)*.

or a combination thereof; b) a staff to provide and interpret such materials as required to meet the informational, cultural, recreational, and educational needs of a clientele; c) an established schedule in which services of the staff are available to clientele: and d) the facilities necessary to support such a collection, staff, and schedule. A public library is established under state enabling laws or regulations to serve the residents of a community, district, or region.

For purposes of the FSCS data collection, however, state law prevails in the identification of a public library and not all states' definitions are the same as the FSCS definition.

The 171 "excluded" libraries included entities that were operated by nonprofit organizations, staffed by volunteers, lacked a formal schedule, lacked a permanent facility, or in some other manner did not meet the requirements spelled out by the FSCS definition for 1991.

The important finding here is that there was only a small number of library entities throughout the states that were providing services, but were excluded from the PLS program. As a result, the measures of library service tabulated in the PLS program were not seriously affected by undercoverage resulting from the definition of public library that was applied.

As discussed in the *Report on Coverage Evaluation*, the last sentence of the definition above was disregarded for purposes of this evaluation. It stated, in effect, that each state could define a public library using any criteria, and that the state definition would always prevail over the FSCS definition. This procedure was not acceptable for statistical purposes, since it would lead to a public library census covering a disparate universe of "unlike" respondents. The evaluation of coverage thus utilized the first four explicit criteria in the above definition as a basis for classifying an entity as a valid "public library." Two other criteria were added to the four explicit criteria cited in the above definition. These were:

1. A library district that was administratively independent from all other public libraries, met all FSCS criteria, but had as its only facility one or more bookmobiles.

2. A library entity that was administratively independent from all other public libraries, met all FSCS criteria, but served solely as a "mailbox" library for lending materials to the general public. A "mailbox" library is one which has a staff and a collection of books that are mailed to residents upon a written or telephoned request. There are no walk-in facilities.

Table 1-2 displays the total number of public libraries in the Nation, and the total for 1991 had the 171 excluded libraries been added to the universe. The first column (showing 9,092 public libraries) reflects the basic findings from the *Report on Coverage Evaluation*.[4] Column 2 is the number of public libraries reported in the 1991 NCES dataset.

The definition for public libraries has been modified since the 1991 PLS census was conducted. The FSCS has addressed issues about volunteer libraries, mailbox libraries, and bookmobiles. As a recommendation, review of the public library definition should be completed, so that the definition can be made final. This will enable the NCES to establish a complete public library directory (universe file) for the PLS program.

Readers should refer to the *Report on Coverage Evaluation* for a complete description of the numbers and types of public libraries for each state found in the NCES dataset.

Data

A review of the state codes and the state reporting instruments, in combination with the results from the *Report on Coverage Evaluation,* yields the data displayed in table 1-3. The counts pertain to public libraries, first as to how they are defined by the states themselves and secondly, what types of libraries are included in the datasets of public libraries. Table 1-3 is explicit in what encompasses a public library according to state law. Table 1-4 depicts implicit definitions of public libraries.

Thirty-seven states require that a public library must be legally constituted for inclusion in the report for the NCES dataset. Public libraries in the other states also are legally constituted, but there was no explicit requirement that affected reporting for the NCES dataset.

Table 1-3 also shows that in 37 states (not necessarily the same ones) the state reporting requirement calls for a "public library" to be supported by public funds. These states do not include privately endowed libraries in their report for the PLS census.

Other explicit requirements for state reporting include:

1. Nineteen states require that a library be open to all residents.

---

[4]The table reflects a revision to the count for North Carolina. The original report identified four public libraries that were omitted. There were only three.

2. In seven states, public libraries must have a regular schedule. This requirement appears frequently when applied to branch libraries, but some states also put the requirement in the definition of a public library. A regular schedule is necessary before a library is considered a public library, according to the NCES. Having the criterion explicitly contained in the state reporting requirement eliminates some very small libraries that open informally.

3. Subscription libraries charge a fee for patrons' use. Public libraries, like public elementary and secondary schools, have been free for basic services. Twenty states put the requirement that basic services must be free in the definition itself. With budget constraints, charges for some ancillary services have risen, such as fees for photocopying and interlibrary loans.

4. Alaska, Michigan, New Mexico, and Tennessee stipulate a minimum number of hours that a library must be open to serve the public each week before it is considered to be a "public library." These minimum hours are contained in the state definition.

The information for table 1-3 was collected from several sources. The laws of every state were examined to determine whether a definition of a "public library" existed. Not every state defines a "public library" in law. There were 18 states with legal definitions of a "public library." Beyond the law, all the documents, annual report forms and instructions, that data coordinators had sent to NCLIS were examined for official definitions. In addition, the state directories of public libraries occasionally provided a definition of a "public library."

Table 1-4 is an enhancement of the work done previously on coverage evaluation. It depicts library entities that were included in the NCES dataset despite their condition of not explicitly meeting all public library criteria. These were "marginal," in a sense, but included by general agreement as discussed in the *Report on Coverage Evaluation*.

Column (1) of table 1-4 shows that two states had public libraries that provided only books-by-mail services. In total there were nine such public libraries in the NCES dataset for 1991. Alabama had seven such public libraries. Wisconsin had two public libraries classified as books-by-mail.

Column (2) of table 1-4 indicates that there are six states that had public libraries for which the only outlet was a bookmobile. Alabama and Utah each had public libraries that provide service to the population only through a bookmobile.

Library development boards (table 1-4, Column 3) are created primarily to raise funds to finance public libraries. They ordinarily do not service the population. Alabama was the only state that reported library development boards as public libraries to NCES in 1991.

Table 1-4, column 4 concerns volunteer libraries. Volunteer libraries do not meet the criteria for a public library set by the FSCS since they do not have a paid staff. Idaho is one state that reported volunteer libraries to the NCES as public libraries in 1991. New Mexico reported one volunteer library in 1991 to NCES as a public library.

Table 1-4, column 5 shows that Alabama reported seven system libraries to NCES in 1991 as public libraries. These system libraries are not public libraries. New York reported 20 system libraries to NCES in 1991 and Pennsylvania reported three system libraries. None of these should have been reported. Occasionally, a public library has the word "system" in its name, but it is acting as a cooperative system or network, not between independently administered public libraries but between branches of one public library.

Issues

It is recommended that the definition of a public library explicitly include the categories in table 1-4 (columns 1 and 2). Additionally, the FSCS should clarify the inclusion or exclusion of the libraries found in columns 3 through 5 in the table.

1.2 Central Library

FSCS Definition

The FSCS definition of a central library reads as follows:

> *This is the single unit library or the unit where the principal collections are kept and handled; also called "main library." Some county, multi-county, and regional library systems may not have a central library. Some systems may have an administrative center which is separate from the principal collections and is not open to the public. This type of building is not reported.*

There are several key words and phrases in the definition. "Single unit library" suggests that if there is only one facility in the public library jurisdiction, then it is a central library. The reference to "Some systems may have an administrative center which is separate" adds explicitness to the definition by eliminating administrative centers with no direct public service from the count.

One clarification in the definition is that every public library need not have a central library facility. Some public libraries can have many branches that are all equal in status. This clarification is useful for public libraries that were created from the merger of formerly smaller, but independent, public libraries. Conversely, some public libraries have more than one central library (see "State Definitions" below).

The 1991 PLS definition was identical to that used for the 1990 PLS data collection. The 1992 definition was similar in that it focussed on the existence of the public library's principal collection. The change in wording for 1992 clarified that the central facility need not be a single unit library.

State Definitions

All states have at least some public library jurisdictions with a central library. Five states reported public libraries that had more than one central library: Indiana, New Hampshire, North Carolina, Pennsylvania, and South Carolina. New Hampshire has 31 public libraries with more than one central library.

It is not inconsistent to have more than one central library. One state official explained that public libraries sometimes consist of facilities in two or more counties, with each county containing several public library outlets. The main library in each county is designated a central library for that county. In cases where more than one central library is reported, the NCES dataset includes these multiple occurrences in the count of central libraries.

Twenty-two states did not have the term "central library" or "main library" in their annual report. Fifteen states defined "central (or main) library" in approximately the same way as the FSCS. The other states use the term "central library" on their annual report, but do not define it. Table 1-5 contains information about state usage.

Data

Table 1-7 displays national and state statistics on the number of central libraries as reported in the 1991 PLS, and potential counts of central facilities as adjusted for three conditions: Limiting each public library to only one central facility, requiring at least one central facility for each public library, and imputing for item nonresponse for the central facility variable.

If the definition for centrals required that there be at most one central library for each public library jurisdiction, there would be 42 deviations. The five states cited above have public libraries with more than one central facility as follows:

Indiana	1
New Hampshire	31
North Carolina	1
Pennsylvania	1
South Carolina	4

With respect to item nonresponse for this variable, five states reported 45 public libraries as missing data for the variable "central library" in the 1991 PLS dataset. There were three libraries in Arkansas, one in California, 12 in Florida, 17 in New Jersey, and 12 in South Dakota. Since the item nonresponse occurred in states without multiple central libraries, the national aggregate of centrals is assumed to have been underrepresented by at most 45. Combined with the existence of multiple central libraries, the possible range for the number of central libraries nationally, under a more restrictive definition permitting only one central library, or with full reporting, was 8,898 to 9,099. The adjustment would differ only slightly from the count reported in the 1991 PLS dataset--from -0.4 percent to +1.8 percent.

Issues

One application of the definition that needs to be clarified involves public libraries that provide service only via bookmobiles. Since these are recognized in, and reported by several states (see *Report on Coverage Evaluation*), the FSCS should clarify whether or not such a public library should report a central library.

A minor recommendation is that the wording in the definition be expanded to read "unit (or units)" since the FSCS recognizes the existence of multiple central facilities for one public library.

1.3 Branch Library

FSCS Definition

The FSCS definition of a branch library reads as follows:

> *These are auxiliary units which have all of the following: (1) separate quarters; (2) a permanent basic collection of books; (3) a permanent paid staff; and (4) a regular schedule for opening to the public. They are, however, administered from a central unit. Regional or divisional centers are counted as branches.*

Four key words and phrases are contained in this definition. The *separate quarters* criterion clarifies that if a separate collection is housed in the same quarters as the main library or another branch library, this collection is not a separate branch.

The *permanent basic collection of books* condition similarly forces the issue of a facility separate from the central library, and obviates temporary collections or exhibits. The *permanent paid staff* criterion is required by the definition of a public library and here is extended to the branch libraries. The *regular schedule for opening to the public* is more explicit than that found in the definition for "public library."

The definition for branch libraries did not change between 1990 and 1991. There was a change between 1991 and 1992 that could have implications in the dataset. The last sentence in the definition above, *regional or divisional centers are counted as branches,* was deleted for the 1992 PLS. A review of the tabulations in the 1991 and 1992 datasets indicates that the change in definition had little impact on the number of branches reported by the states.

State Definitions

Twenty-four states have definitions of "branch library" that are consistent with the FSCS definition (see table 1-5). Some have slightly different wording, but the concepts are the same. For 17 states, no document was located defining a "branch library." Ten states had definitions for "branch library," but the branch definition was inconsistent with the FSCS definition in one respect or another. Eight of these did not include in their definition whether the staff was a paid staff. This is an important concept because the requirement of a paid staff excludes volunteer libraries from being considered as public libraries and branches.

California defines "branch library" differently than the FSCS definition:

> *A branch is an extension library open some part of each of at least five days a week, has at least 1,400 sq. ft. of floor space, a general book collection of at least 7,000 volumes, and is staffed with the equivalent of at least one librarian and one clerical employee during the hours open for service.*

This definition is more explicit than the FSCS definition since it requires a certain amount of floor space, a minimum number of books, and a minimum staff. It does not state whether the staff must be paid. However, California defines a "station," which is an entity smaller than a branch, using a definition containing all four elements found in the FSCS definition of a branch. It may be inferred that California requires all four FSCS elements for its branches.

Michigan defines "branch library" as:

An auxiliary unit housed in its own building with its own permanent collection and staff.

This definition omits the requirement for a paid staff and "a regular schedule for opening to the public."

Differences between the state definitions and the FSCS definition do not necessarily carry forward into the statistics these states have reported for the NCES dataset. As discussed in the *Report on Coverage Evaluation,* only an explicit accounting of each public library and its associated branches can reveal the effect of definitional differences on the branch counts.

Data

Table 1-6 contains some additional information about branch libraries. From the review of the state directories of public libraries that was done during the coverage evaluation phase, there were 41 states that had information about public library branches. Four states explicitly identified branches that were reference libraries as being included in the report (count) of branches for the NCES public library dataset. There were eight such facilities. Library branches that provided services in jails or detention centers were reported by six states. There were eight of these branches. Library facilities exclusively for the handicapped were reported by two states.

Information on reference, jail, and handicapped facilities was available in the directories of many states (30, 27, and 26, respectively). The table indicates which states listed these facilities as special libraries rather than as branches of a public library. A measure of the types of branches (and special libraries) apparently is an important component of public library statistics, and should be considered by the FSCS.

An examination of the library facilities classified as being for the "handicapped" showed that the 26 not counted as branches for the NCES report were classified as special libraries, a classification distinct from that of public libraries. Hence they were not included in the public library domain. However, four branches of public libraries (in three states) were designated as being for the handicapped, and included in the branch count reported for the NCES dataset.

Issues

There is a lack of clarity in the definition of a "branch library" regarding reference libraries, jail or detention center libraries, and libraries specifically for the handicapped. This could affect the total counts of branch libraries in the NCES dataset. The FSCS should clarify whether, and under what conditions, these three categories of facilities should be

considered "branch libraries" of a public library or be treated as "special libraries." However, there are many instances when reference libraries, jail libraries and other facilities are administered by a public library. State data coordinators could report these differently.

The overall difference in the counts of branches is, on the whole, very small relative to the aggregate statistics (see table 1-6). Nevertheless, it is easily corrected by clarifying the definition of a branch facility.

1.4 Bookmobiles

FSCS Definition

The 1991 FSCS defines "bookmobiles" as follows:

> *These are trucks or vans specially equipped to carry books and other library materials; they serve as traveling branch libraries. Vehicles in use are counted, rather than the number of stops the vehicle makes.*

There are several key words and phrases in this definition. First is the reference to vehicles rather than the number of stops that the vehicles make. A bookmobile is like a branch library on wheels, so that it carries books and other library materials for distribution to the public, as opposed to carrying materials for library administrative purposes. Bookmobiles are trucks or vans, vehicles large enough to carry a substantial number of books. A car with the back seat full of books does not qualify as a bookmobile. The FSCS definition does not mention a minimum number of books.

The definition for bookmobiles did not change between 1990 and 1991. For 1992, the definition was made more explicit by adding three criteria. These were an organized collection, a paid staff, and regular hours, all similar to the criteria for a public library.

State Definitions

Some states include criteria that are not included in the FSCS definition:

1. Regularly scheduled hours for being open to the public--South Carolina requires that a bookmobile have a regular schedule of stops which the FSCS definition does not include.

2. Places--In its annual report form South Dakota does not ask for the number of bookmobiles, but the number of places the

bookmobiles stop. We could not determine if the numbers reported were based upon the number of stops or the number of bookmobiles. The statistics suggest the latter was used.

3. Other standards--The State of Delaware has other standards for its bookmobiles that are not essential elements, but that enhance the service provided to the public. These are:

   a. The bookmobile schedule shall be publicized.
   b. The schedule shall be met 90 percent of the time.
   c. The bookmobile shall have access to a well-supplied collection of materials, at least three times the size of the collection carried by a single bookmobile.

4. Other considerations--The State of Kentucky did not have a definition of a bookmobile in its submission to the NCLIS, but its annual report form includes some questions about bookmobiles.

   a. The number of operable bookmobiles.
   b. Total annual number of hours of bookmobile service to the public excluding travel time.

5. How the question is asked--In its *Annual Public Library Report for 1992*, New Hampshire asks, "Does the library have a bookmobile?" The state form does not provide the information needed to respond to the information request of the NCES, which is the number of bookmobiles. The state coordinator is thus required to supply this information to NCES from another source.

6. Paid staff--In their definitions, Connecticut, and Louisiana require a paid staff. This requirement is not specifically contained in the FSCS definition.

7. Regularly scheduled stops--Connecticut uses "regularly scheduled stops" as an alternative phrasing to "regularly scheduled hours."

8. Contracted--Montana in its annual report asks whether the bookmobile is contracted or owned.

Table 1-5 is a summary of how the states define a bookmobile. The table indicates whether the state definition of a bookmobile conforms to the FSCS definition (that is, exactly the same or almost the same concepts even though the wording might be slightly different). The table does not attach qualitative differences to state definitions that differ from the FSCS definition.

Data

Alabama, Colorado, Delaware, Minnesota, North Dakota, Pennsylvania, and Utah have public libraries whose only outlet is a bookmobile (see table 1-4, column 2). Oregon also has two public libraries whose only outlets are bookmobiles. However, both erroneously contained a "zero" for the bookmobile variable in the 1991 NCES dataset.

State	Public libraries with only bookmobiles	Total bookmobiles in state	Total bookmobiles for these public libraries
Alabama	6	20	8
Colorado	1	18	1
Delaware	2	2	2
Minnesota	2	23	5
North Dakota	1	14	1
Pennsylvania	2	33	2
Utah	14	30	16

Issues

There are two issues evident from the 1991 dataset. First, the FSCS generally considered a bookmobile to be a traveling branch library. It was not clear for 1991 whether the requirements contained in the definition of a branch library applied to the bookmobile variable. This was clarified for the 1992 PLS, as indicated under the "FSCS Definition" subsection above. The clarification required, for example, a bookmobile to have a paid staff.

Secondly, where a bookmobile is the only outlet of a public library (and therefore counted as a "public library"), it is not clear whether the bookmobile should be counted again as a bookmobile. This same issue applies to the central facility count as well. The objective for counting outlets should be weighed when reviewing this issue. Consideration should also be given to the prospect of double counting facilities that serve the public.

1.5 Other Outlets

FSCS Definition

The FSCS defines "other outlets" as follows:

Examples are outlets in senior citizen centers, day care centers, jails, or other organizations or institutions with small and frequently changed collections of books and other library materials.

This is a definition by example, making "other outlets" a residual variable. If there is an outlet that is not a central facility, a branch, or a bookmobile, then it falls into the category of "other outlet."

There was no change in definition between 1990 and 1991. This variable was dropped from the PLS for the 1992 census.

State Definitions

Eighteen states do not collect information about other outlets on their annual report form. Twenty states define the term either with identical language or with identical concepts. Seven states differ from the FSCS definition, some of which have a more detailed definition. For four states that collect the data we found no definition for the term. For the remaining two states we had neither a form nor definition.

Table 1-5 is a summary of how the states define "other outlet". The table indicates whether the state definition for "other outlet" conforms to the FSCS definition, or whether the state definition covers the same concepts even though wording may be slightly different.

States have a variety of methods for defining or grouping these "other outlets." These range from omitting them altogether (Colorado dropped the item from its state reporting form, similar to the FSCS approach) to specifying criteria that can be used to define them. Alabama and South Dakota require that service be provided on a regular basis from these "other outlets." Montana, New Jersey, and Wisconsin did not require staffing of the "other outlets." The 1991 NCES dataset contained over 500 "other outlets" for Massachusetts, Missouri, North Carolina, Ohio, and Washington.

Data

Of the 9,050 public libraries in the 1991 NCES dataset, 1,307 public libraries reported "other outlets." The remaining 7,743 public libraries had either no "other outlets" (6,937), or did not respond to the question (806). The statistics were spread among the states, suggesting there were numerous factors affecting the reporting of this variable. In only five states did public libraries report no "other outlets."

The following frequency distribution applies:

Number of public libraries reporting "other outlets"	Frequency of occurrence--number of states	Total number of "other outlets" reported
0	5	0
1 to 9	9	78
10 to 19	10	886
20 to 29	7	1,355
30 to 39	9	2,194
40 to 49	5	1,554
50 to 59	2	409
60 to 69	0	0
70 to 79	4	1,621
80 or more	1	576

Referring to the above table, Massachusetts is the state that has 80 public libraries or more having "other outlets" (106 of 374 public libraries).

Issues

Several issues could be clarified for this variable if it is to be considered for future PLS data collection:

1. Staffing--Should permanent paid staff be required? Several states made the distinction that the other outlets did not have to be staffed.

2. Books/Serials--The FSCS should indicate whether or not a permanent collection is necessary. If yes, then the other outlet might be better classified as a branch.

3. Facility--If a permanent facility is required, then determination as to the difference between a "branch" and an "other outlet" will need to be clarified on the basis of other criteria.

It also is recommended that, if this variable is to be considered for reinstatement in the PLS, it should be removed from the facilities group. The examples cited in the definition refer more to the provision of special services than to the existence of a facility. Virtually all other outlets could be construed as branches, as that variable is defined. Putting "other outlets" into one of the categories measuring services might resolve the definition problem--it could be labeled as outreach services, or something to imply the limited nature of the population targeted.

Table 1-1. Undercoverage Due to Exclusion: 1991 Public Library Statistics Program Dataset

State or area	Potential count of excluded libraries	Percent of reported libraries in:	
		Nation	State
	(1)	(2)	(3)
TOTAL	171	1.9	(X)
Alaska	21	0.2	23.6
Arizona	17	0.2	17.7
California	1	0.0	0.6
Colorado	13	0.1	11.6
Illinois	19	0.2	3.1
Maine	8	0.1	3.3
Missouri	7	0.1	4.6
Nebraska	6	0.1	2.2
New Hampshire	3	0.0	1.3
New Jersey	1	0.0	0.3
New Mexico	9	0.1	12.5
Oklahoma	2	0.0	1.9
Oregon	11	0.1	8.9
Pennsylvania	25	0.3	5.3
South Dakota	16	0.2	13.6
Texas	12	0.1	2.5

X = Not applicable.

Note: Percentages are based on the 1991 NCES dataset totals of public libraries which summed to 9,050 nationally.
Source: Compiled from counts of public libraries contained in the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics, 1994).

Table 1-2. Public Library Universe and Excluded Library Entities, By State: 1991

State or area	Number of public libraries	Public libraries in NCES dataset	Number of "excluded" public libraries	Adjusted number of public libraries
	(1)	(2)	(3)	(4) = (1)+(3)
United States, total	9,091	9,050	171	9,262
Alabama	198	206	0	198
Alaska	89	83	21	110
Arizona	96	89	17	113
Arkansas	36	36	0	36
California	168	168	1	169
Colorado	112	119	13	125
Connecticut	194	194	0	194
Delaware	29	29	0	29
District of Columbia	1	1	0	1
Florida	112	112	0	112
Georgia	53	53	0	53
Hawaii	1	1	0	1
Idaho	107	107	0	107
Illinois	605	602	19	624
Indiana	238	238	0	238
Iowa	523	513	0	523
Kansas	322	338	0	322
Kentucky	116	115	0	116
Louisiana	64	64	0	64
Maine	242	225	8	250
Maryland	24	24	0	24
Massachusetts	374	374	0	374
Michigan	377	377	0	377
Minnesota	133	133	0	133
Mississippi	47	47	0	47
Missouri	152	150	7	159
Montana	82	82	0	82
Nebraska	272	270	6	278
Nevada	26	26	0	26
New Hampshire	230	230	3	233
New Jersey	312	311	1	313
New Mexico	72	63	9	81
New York	741	761	0	741
North Carolina 1/	76	73	0	76
North Dakota	95	91	0	95
Ohio	250	250	0	250
Oklahoma	108	108	2	110
Oregon	124	124	11	135
Pennsylvania	470	448	25	495
Rhode Island	49	51	0	49
South Carolina	40	40	0	40
South Dakota	118	118	16	134
Tennessee	190	190	0	190
Texas	489	482	12	501
Utah	69	70	0	69
Vermont	204	204	0	204
Virginia	90	90	0	90
Washington	70	70	0	70
West Virginia	98	98	0	98
Wisconsin	380	379	0	380
Wyoming	23	23	0	23

1/ Revised from original calculation of 77.

Source: Compiled from counts of public libraries contained in the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics, 1994).

Table 1-3. State Definitional Requirements of a Public Library

State or area	Legally constituted (1)	Supported by public funds (2)	Open to all (3)	Regular schedule (4)	Normal services free to all (5)	Minimum hours open/week (6)
United States, total	37	37	19	7	20	(X)
Alabama	requirement	requirement	--	--	--	0
Alaska	requirement	requirement	requirement	--	requirement	10
Arizona	requirement	requirement	--	--	--	0
Arkansas	requirement	requirement	--	--	--	0
California	requirement	requirement	--	--	requirement	0
Colorado	requirement	requirement	--	--	--	0
Connecticut	requirement	requirement	requirement	--	requirement	0
Delaware	requirement	requirement	--	--	--	0
District of Columbia	(NA)	(NA)	(NA)	(NA)	(NA)	NA
Florida	requirement	--	requirement	--	requirement	0
Georgia	requirement	requirement	--	--	--	0
Hawaii	(NA)	(NA)	(NA)	(NA)	(NA)	NA
Idaho	requirement	requirement	--	--	--	0
Illinois	requirement	requirement	--	--	--	0
Indiana	requirement	requirement	--	--	--	0
Iowa	requirement	requirement	--	--	--	0
Kansas	requirement	requirement	--	--	--	0
Kentucky	requirement	requirement	--	--	requirement	0
Louisiana	requirement	requirement	--	--	--	0
Maine	requirement	requirement	requirement	--	requirement	0
Maryland	--	--	--	requirement	--	0
Massachusetts	requirement	requirement	--	--	requirement	0
Michigan	requirement	--	requirement	--	requirement	10
Minnesota	requirement	requirement	requirement	requirement	requirement	0
Mississippi	requirement	requirement	requirement	--	requirement	0
Missouri	requirement	requirement	--	--	--	0
Montana	requirement	requirement	requirement	--	--	0
Nebraska	requirement	requirement	--	--	--	0
Nevada	requirement	requirement	--	requirement	requirement	0
New Hampshire	requirement	requirement	requirement	requirement	requirement	0
New Jersey	--	--	--	requirement	--	0
New Mexico	requirement	requirement	requirement	requirement	requirement	25
New York	requirement	--	requirement	--	requirement	0
North Carolina	requirement	requirement	--	--	--	0
North Dakota	requirement	requirement	--	--	--	0
Ohio	--	--	--	--	--	0
Oklahoma	--	--	--	--	--	0
Oregon	--	--	--	--	--	0
Pennsylvania	--	--	--	--	--	0
Rhode Island	requirement	--	requirement	--	--	0
South Carolina	--	requirement	requirement	--	--	0
South Dakota	requirement	requirement	requirement	--	--	0
Tennessee	requirement	requirement	--	requirement	requirement	20
Texas	--	requirement	requirement	--	requirement	0
Utah	--	--	--	--	--	0
Vermont	requirement	requirement	requirement	--	requirement	0
Virginia	--	--	requirement	--	--	0
Washington	--	requirement	--	--	requirement	0
West Virginia	--	requirement	requirement	--	requirement	0
Wisconsin	requirement	requirement	requirement	--	requirement	0
Wyoming	requirement	requirement	requirement	--	--	0

Columns 1-5: requirement of state, or not specifically required (--). Column 6: number of hours
X = not applicable
(NA) = information not available
Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Librairies and InformationScience, and from state code.

23

BEST COPY AVAILABLE

Table 1-4. Selected Types of Public Libraries Reported in the 1991 Public Library Statistics Program Dataset

State or area	Reports books by mail only to NCES	Reports book-mobile only to NCES	Reports library development board to NCES	Reports volunteer-run libraries to NCES	Reports system libraries to NCES
	(1)	(2)	(3)	(4)	(5)
United States, total	9	30	2	9	30
Alabama	7	6	2	0	7
Alaska	0	0	0	0	0
Arizona	0	0	0	0	0
Arkansas	0	0	0	0	0
California	0	0	0	0	0
Colorado	0	3	0	0	0
Connecticut	0	0	0	0	0
Delaware	0	2	0	0	0
District of Columbia	0	0	0	0	0
Florida	0	0	0	0	0
Georgia	0	0	0	0	0
Hawaii	0	0	0	0	0
Idaho	0	0	0	8	0
Illinois	0	0	0	0	0
Indiana	0	0	0	0	0
Iowa	0	0	0	0	0
Kansas	0	0	0	0	0
Kentucky	0	0	0	0	0
Louisiana	0	0	0	0	0
Maine	0	0	0	0	0
Maryland	0	0	0	0	0
Massachusetts	0	0	0	0	0
Michigan	0	0	0	0	0
Minnesota	0	2	0	0	0
Misissippi	0	0	0	0	0
Missouri	0	0	0	0	0
Montana	0	0	0	0	0
Nebraska	0	0	0	0	0
Nevada	0	0	0	0	0
New Hampshire	0	0	0	0	0
New Jersey	0	0	0	0	0
New Mexico	0	0	0	1	0
New York	0	0	0	0	20
North Carolina	0	0	0	0	0
North Dakota	0	1	0	0	0
Ohio	0	0	0	0	0
Oklahoma	0	0	0	0	0
Oregon	0	0	0	0	0
Pennsylvania	0	2	0	0	3
Rhode Island	0	0	0	0	0
South Carolina	0	0	0	0	0
South Dakota	0	0	0	0	0
Tennessee	0	0	0	0	0
Texas	0	0	0	0	0
Utah	0	14	0	0	0
Vermont	0	0	0	0	0
Virginia	0	0	0	0	0
Washington	0	0	0	0	0
West Virginia	0	0	0	0	0
Wisconsin	2	0	0	0	0
Wyoming	0	0	0	0	0

Note: Represents the number of public libraries.
Source: Compiled from the report "Public Libraries in the United States: 1991" (National Center for Education Statistics) and the dataset associated with the report, as well as the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics).

Table 1-5. State Outlet Variable Definitions Compared to the Definition Used for the 1991 Public Library Statistics Program

State or area	State definition of "central library" conforms to 1991 FSCS definition?	State definition of "branch libraries" conforms to 1991 FSCS definition?	State definition of "bookmobile" conforms to 1991 FSCS definition?	State definition of "other outlets" conforms to 1991 FSCS definition?
	(1)	(2)	(3)	(4)
Alabama	No definition available	Yes	Yes	No
Alaska	Yes	Yes	No definition available	Yes
Arizona	No definition available	No definition available	No definition available	No definition available
Arkansas	No definition available	Yes	No	No definition available
California	No definition available	No	Yes	Yes
Colorado	No definition available	No definition available	Yes	No
Connecticut	No definition available	Yes	No	Yes
Delaware	No definition available	Yes	No	No definition available
District of Columbia	No definition available	No definition available	No definition available	No definition available
Florida	Yes	Yes	Yes	Yes
Georgia	No definition available	No definition available	No definition available	No definition available
Hawaii	No definition available	No definition available	No definition available	No
Idaho	Yes	Yes	Yes	No definition available
Illinois	No definition available	No definition available	No definition available	No definition available
Indiana	No definition available	Yes	Yes	No definition available
Iowa	Yes	No	Yes	Yes
Kansas	No definition available	No	No definition available	No definition available
Kentucky	No definition available	Yes	Yes	No definition available
Louisiana	Yes	Yes	No	Yes
Maine	No definition available	No definition available	No definition available	No definition available
Maryland	Yes	Yes	Yes	Yes
Massachusetts	No definition available	No	Yes	No definition available
Michigan	No definition available	No	No	Yes
Minnesota	No definition available	Yes	Yes	No definition available
Mississippi	No	No definition available	No definition available	Yes
Missouri	No definition available	No	No	Yes
Montana	No definition available	No	No	No
Nebraska	No definition available	Yes	Yes	Yes
Nevada	Yes	Yes	Yes	Yes
New Hampshire	No definition available	No definition available	No definition available	Yes
New Jersey	Yes	Yes	Yes	No
New Mexico	No definition available	Yes	No	No definition available
New York	No definition available	No definition available	No	No
North Carolina	No definition available	No definition available	No definition available	No definition available
North Dakota	No definition available	Yes	No	No definition available
Ohio	No definition available	No definition available	No definition available	No definition available
Oklahoma	No definition available	No definition available	No definition available	Yes
Oregon	Yes	No	Yes	Yes
Pennsylvania	Yes	No definition available	Yes	Yes
Rhode Island	No definition available	Yes	Yes	No definition available
South Carolina	Yes	Yes	No	No definition available
South Dakota	Yes	No	Yes	No
Tennessee	No definition available	No	No definition available	No definition available
Texas	No	Yes	Yes	Yes
Utah	Yes	Yes	Yes	Yes
Vermont	No definition available	No definition available	No definition available	No definition available
Virginia	Yes	Yes	Yes	No
Washington	Yes	Yes	Yes	Yes
West Virginia	No definition available	No definition available	No definition available	No
Wisconsin	No definition available	Yes	Yes	No
Wyoming	No definition available	No definition available	No definition available	Yes

Note: See table A for reporting year for states.
FSCS = Federal State Cooperative System for Public Library Data
Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

Table 1-6. Number of Specialized Library Facilities, by Type: 1991 Public Library Statistics Program Dataset

State or area	Branches Reported to NCES			Listings in State Directories For 1/			
	Reference libraries	Detention/ jail libraries	Handi-capped only	Branch information	Reference libraries	Detention/ jail libraries	Handi-capped only
	(Numbers of branches)			(Numbers of states)			
United States, total	8	8	3	41	30	27	26
Alabama	0	1	0	0	0	0	0
Alaska	0	0	0	1	1	0	0
Arizona	0	0	0	1	0	1	1
Arkansas	0	0	0	1	0	0	0
California	0	0	0	1	1	1	0
Colorado	0	0	0	1	0	1	1
Connecticut	0	0	0	0	0	0	0
Delaware	0	0	0	1	1	0	0
District of Columbia	0	0	0	1	0	0	0
Florida	0	2	0	1	1	1	1
Georgia	0	1	1	1	0	0	0
Hawaii	0	0	0	1	1	0	0
Idaho	0	0	0	1	1	1	0
Illinois	0	0	0	0	1	1	1
Indiana	0	0	0	0	1	1	1
Iowa	0	0	0	1	1	1	1
Kansas	0	0	0	1	0	0	0
Kentucky	0	0	0	1	1	1	1
Louisiana	0	0	0	1	1	1	1
Maine	0	0	0	0	0	0	0
Maryland	1	1	0	1	0	0	0
Massachusetts	0	0	0	0	0	0	0
Michigan	1	0	0	1	0	1	1
Minnesota	0	0	0	1	0	0	0
Mississippi	0	0	0	1	0	0	0
Missouri	0	0	0	1	1	1	1
Montana	0	0	0	1	1	1	1
Nebraska	0	0	0	0	0	0	0
Nevada	0	2	0	1	1	0	1
New Hampshire	0	0	0	0	1	1	0
New Jersey	0	0	0	0	0	0	0
New Mexico	0	0	0	1	1	1	1
New York	0	0	0	0	1	1	1
North Carolina	2	0	0	1	1	0	0
North Dakota	0	0	0	1	1	0	1
Ohio	0	0	0	1	0	0	1
Oklahoma	0	0	0	1	0	1	1
Oregon	0	0	0	1	0	0	0
Pennsylvania	0	0	2	1	1	1	1
Rhode Island	0	0	0	1	0	0	0
South Carolina	0	0	0	1	0	0	0
South Dakota	0	0	0	1	1	1	1
Tennessee	0	0	0	1	1	1	1
Texas	0	0	0	1	1	1	1
Utah	0	0	0	1	1	0	0
Vermont	0	0	0	1	1	1	0
Virginia	4	1	0	1	1	1	1
Washington	0	0	0	1	1	1	1
West Virginia	0	0	0	1	1	1	1
Wisconsin	0	0	0	1	1	1	1
Wyoming	0	0	0	1	1	1	1

1/ These were listed as special or institutional libraries in the directories of the states indicated. 0 = not in directory; 1 = in directory.

Source: Compiled from the report "Public Libraries in the United States: 1991" (National Center for Education Statistics) and the dataset associated with the report, as well as the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics).

Table 1-7. Range of Tabulation for Central Libraries: 1991 Public Library Statistics Program Dataset

State or area	Count of central libraries	Possible adjustments for multiple centrals	Possible adjustments for no centrals	Possible adjustments for nonresponse	Range for alternative counts
	(1)	(2)	(3)	(4)	(5)
United States	8,940	(42)	114	45	8,898 -- 9,099
Alabama	206	0	0	0	--
Alaska	83	0	0	0	--
Arizona	89	0	0	0	--
Arkansas	31	0	2	3	31 -- 36
California	158	0	9	1	158 -- 168
Colorado	113	0	6	0	113 -- 119
Connecticut	194	0	0	0	--
Delaware	27	0	2	0	27 -- 29
District of Columbia	1	0	0	0	--
Florida	94	0	6	12	94 -- 112
Georgia	47	0	6	0	47 -- 53
Hawaii	1	0	0	0	--
Idaho	105	0	2	0	105 -- 107
Illinois	602	0	0	0	--
Indiana	239	(1)	0	0	238 -- 239
Iowa	513	0	0	0	--
Kansas	321	0	17	0	321 -- 338
Kentucky	115	0	0	0	--
Louisiana	63	0	1	0	63 -- 64
Maine	225	0	0	0	--
Maryland	18	0	0	0	--
Massachusetts	374	0	0	0	--
Michigan	377	0	0	0	--
Minnesota	124	0	9	0	124 -- 133
Mississippi	47	0	0	0	--
Missouri	150	0	0	0	--
Montana	82	0	0	0	--
Nebraska	270	0	0	0	--
Nevada	25	0	1	0	25 -- 26
New Hampshire	274	(31)	0	0	243 -- 274
New Jersey	294	0	0	17	294 -- 311
New Mexico	63	0	0	0	--
New York	761	0	0	0	--
North Carolina	70	(2)	5	0	68 -- 75
North Dakota	90	0	1	0	90 -- 91
Ohio	245	0	5	0	245 -- 250
Oklahoma	108	0	0	0	--
Oregon	120	0	4	0	120 -- 124
Pennsylvania	446	(1)	3	0	445 -- 449
Rhode Island	51	0	0	0	--
South Carolina	47	(7)	0	0	40 -- 47
South Dakota	106	0	0	12	106 -- 118
Tennessee	190	0	0	0	--
Texas	482	0	0	0	--
Utah	50	0	20	0	50 -- 70
Vermont	204	0	0	0	--
Virginia	83	0	7	0	83 -- 90
Washington	62	0	8	0	62 -- 70
West Virginia	98	0	0	0	--
Wisconsin	379	0	0	0	--
Wyoming	23	0	0	0	--

Source: Compiled from the report "Public Libraries in the United States: 1991" (National Center for Education Statistics) and the dataset associated with the report, as well as the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics).

Section 2. Staff

2.1 Measuring Full-Time Equivalent Employment

Background

The four staff variables contained in the NCES dataset are measured in terms of full-time equivalent (FTE) employment. Since FTE is a computed statistic, it is appropriate to examine the definition used by the FSCS and the states for reporting this staff measure.

The concept of FTE employment is that it measures the total number of paid full-time employees that could have been employed. It is the sum of total full-time employment, plus the additional number of full-time employees that could have been employed if all salaries for part-time employees were used to pay for full-time staff working regular, full-time hours. The statistic is useful because it enables a more accurate comparison of staffing levels among employers (in this case public libraries) that use part-time workers.

FSCS Definition

The FSCS definition for FTE calculations is:

> *Report figures as of the last day of the fiscal year. Include unfilled but budgeted positions. To ensure comparable data, 40 hours per week has been set as the measure of full-time employment (FTE) for the Cooperative System.*

This definition contains three criteria: Measuring as of the last day of the fiscal year, including budgeted, but unfilled positions, and using 40 hours per week. All of these are discussed more fully below.

State Definitions

Since the purpose of the FTE statistic is to enable comparison, it is critical that all the reporting units apply the same definition when making the calculation. Table 2-1 contains information about the FTE definition used by the states. In nine states, the FTE calculation is identical to the definition in the FSCS. In seven states the calculation is defined only slightly differently from the FSCS, generally a variation in only one of the three criteria. In 20 states, the FTE calculation differed from the FSCS criteria in one or more of the three criteria (these states are shown with "no" in column 4 of table 2-1) For the remaining 15 states, the state instructions did not address the three specific FSCS criteria for the calculating the statistic or there was no definition.

There is considerable variation among the states as to how respondents are instructed to account for unfilled, budgeted positions. For example, nine states call for an FTE calculation using budgeted positions, but only to the extent that a search is underway to fill the position.

As indicated in table 2-1, the degree of compliance with the 40 hour standard in the FSCS definition cannot be confirmed for 27 of the 51 reporting jurisdictions. A standard of other than 40 hours existed in two states, and was acceptable in four others.

Issues

The following issues about the FTE calculation need to be addressed:

1. Is the intent to measure library employment or library positions? The FSCS definition states that employees and unfilled, but budgeted positions are to be included. Employment and positions are two different measures and mixing them creates confusing or misleading information.

2. An accepted generic definition of FTE is

$$FTE = PHW/FT_{std}$$

where:

FTE = full-time equivalent employment

PHW = total paid hours worked (full and part-time)

$\mathbf{FT_{std}}$ = full-time standard hours

The FSCS definition differs from this in two ways. First, it does not reference "paid" hours. Secondly, it imposes a 40 hour standard for full-time work. Administrative and payroll record systems contain information on paid hours of work (this is required by the Fair Labor Standards Act), but very few have "actual" hours of work.

There are many common standards for full-time hours. While 40 hours is the most prevalent, other common standards are 32, 35, 36, 37 1/2, and 44. One can make a case for always counting one full-time worker as one full-time equivalent. Under the FSCS formula however, a full-time worker who normally works 36 hours will compute as a 0.9 FTE and another who normally works 44 hours will compute as 1.1 FTE.

3. The Census Bureau collects employment statistics from state and local governments using the following formula (similar to the generic formula above, but modified to exclude paid overtime hours for full-time workers and to treat each full-time worker as one full-time equivalent):

$$FTE = FT_w + PTH_{pd}/FT_{std}$$

where:

FTE = full-time equivalent employment

FT_w = number of full-time workers

PTH_{pd} = part-time hours paid

FT_{std} = standard full-time hours

The Census Bureau calculation also describes a method to count full-time employees in the FTE calculation. It does so to avoid the possibility that overtime paid to current full-time employees is counted in the calculation. This approach used at the Census Bureau is but one option, and is neither recommended nor criticized. The comparison is made to focus on the need for more explicit definition.

4. The reference point for the time period could be standardized. Using the last day of the fiscal year is not standard because fiscal years differ among (and possibly within) the states.

The FSCS calculation also fails to take into account problems associated with seasonality. There might be differences between the public library hours open and hours worked at different times of the year, for example, with fewer hours in the Summer (perhaps Sunday closings) when schools are generally closed, and more hours in fall, winter, and spring while school is generally open. For public libraries that have fiscal years ending during the summer, such as June 30, there could be a significant difference in full-time hours, part-time hours, and employee counts when compared to an April or December reference point.

To overcome this problem, surveys of employment identify a "typical" month or time period for calculating staffing statistics. For example, in the Census Bureau's state and

local government employment statistics program, the month of October is used, without regard to fiscal year.

It is important that the FTE measure be clarified. It has direct bearing on the four staffing variables collected in the PLS program. These are important measures, significant to making inter- and intra-state comparisons of library service.

During times when local governments are under considerable budget pressures, the use of part-time employees and the numbers of unfilled positions generally increase. Given the FSCS definition of FTE, such exogenous factors then have a direct impact upon the service measures in the PLS program in both real and nominal terms. Standardizing the FTE calculation will improve the ability of users to get at the real impact of exogenous influences upon public library services by removing statistical effects from the results.

As a final point, it is important that the definition selected for FTE must be one that can be calculated from the information at hand. A thorough review of the employment information already available and in use at the local library level will be the best guide for revising the definition.

2.2 ALA-MLS

FSCS Definition

The 1991 FSCS definition for "ALA-MLS" is:

> *These are paid librarians with a master of library science degree from programs accredited by the ALA. This category excludes all other librarians. This category is reported in FTE.*

This definition is specific. Only librarians holding a Master of Library Science degree from an institutional program accredited by the American Library Association should be counted in this category. There was no change in definition between 1990 and 1991. For 1992, the definition was made more general, although the effect of the wording on the application cannot be determined. The 1992 wording refers to *librarians with masters degrees from graduate library education programs accredited by the American Library Association.* The implication is that the graduate degree need not be in library science specifically, as long as it is from an ALA accredited program.

State Definitions

Table 2-2 shows a summary of the state application of this definition. Thirty-eight states used a definition that is

consistent with the FSCS definition. There was no definition available for five states while eight states had definitions that differed from the FSCS definition.

Five states (Connecticut, Indiana, Iowa, Maryland, and Mississippi) required an MLS degree, but made no mention of the ALA requirement. Information on the definitions for two states was not available. It could not be determined whether this provision affected the reporting to the NCES dataset.

Virginia did not use the ALA-MLS reference directly in its state reporting instrument. The reporting instruction was worded in a different way: Was the librarian certified by the state? New York and South Carolina were similar, although they did refer to the ALA-MLS in addition to state certification. The latter referred to state civil service criteria. It was not determined whether or not a master's degree from an ALA-accredited institution was required for "certification" in the applicable states. In Connecticut, the variable was applied only to the library director.

Of all the variables evaluated for this report, the ALA-MLS definition was in conformance in more states than for any other.

Data

The PLS dataset shows extreme variation in range for the share of ALA-MLS counts relative to total staff and total librarians. This is discussed more fully in the next subsection (2.3).

It should be noted that there was a small number of cases where the count of ALA-MLS staff exceeded the count of total librarians for individual public libraries. This could be corrected by adding an edit check to the DECPLUS processing.

Issues

Given the change in the definition for this variable between 1991 and 1992, the FSCS should clarify whether the graduate degree requirement refers explicitly to an MLS degree. This is a matter of clarifying whether the criterion is the degree, the graduate program and its status with respect to the ALA, or a combination thereof.

2.3 Total Librarians

FSCS Definition

The FSCS defines "total librarians" as:

This is a person who does paid work that requires professional training and skill in the theoretical or scientific aspects of library work, or both, as distinct from its mechanical or clerical aspect. This data element also includes ALA-MLS... This category is reported in FTE.

This variable is intended to cover the count of professional librarians, including those counted in the MLS-ALA staff variable. Implicit in its application is the recognition that some states often have their own criteria, such as civil service titles, for categorizing librarians and the type of professional work they perform.

There were no changes in the FSCS definition for this variable between 1990 and 1991. For 1992, the definition varied only in one word (*...work that usually requires professional training...*). The 1992 change was not significant, so that statistical measures of this variable over the 1990-1992 time period should be unaffected by changes to the definition.

State Definitions

Table 2-2 displays summary information about the definition for each state. At least three states have their own requirements for defining professional librarians. For example, Virginia and Pennsylvania define librarian based on state civil service criteria. In the same vein, New York uses a long list of civil service titles employed by the state to describe various types of librarians. Several states define librarian as "those who have the title of librarian." This seems to be a short-cut method of defining the term using state civil service requirements.

Maryland defines librarian based upon the Master of Library Science degree, regardless of position. The FSCS definition does not require any degree, only professional training. This results in a reduced count of librarians in the NCES dataset for Maryland and other states that apply a stricter criterion.

Data

There are several states that define librarian in such a way that an MLS degree is required. The following chart applies to the 1990 through 1992 reference period, listing the states that fell into this category based upon the PLS dataset contents:

States With ALA-MLS Variable Equal to Total Librarians, By Report Year		
1990	1991	1992
Arkansas	Arkansas	...
Georgia	...	...
Hawaii	Hawaii	Hawaii
...	Maryland	Maryland
New Jersey	New Jersey	New Jersey

The statistics within and between the reporting years are inconsistent--within because not all states applied this ALA-MLS requirement to the definition for librarians, and between years for at least Arkansas, Georgia, and Maryland.

Table 2-3 depicts the revised counts of the total librarian variable, based on what would happen if all states applied the ALA-MLS criterion (i.e. that a librarian must have an MLS degree). This staff variable would change if all states applied the requirement that a librarian must possess an MLS degree. In that case, nationally, the count of librarians would have declined by about one-third. The decline among the states would be as large as 87 percent, with eight states having a decline in excess of 70 percent.

The "total librarians" category can be evaluated in combination with the ALA-MLS category since the latter is a component of the former. The results show the share of ALA-MLS staff to total librarians ranged from 100 percent to 12 percent in the 1991 dataset, with the national share at 67 percent. The range for 1990 was from 100 percent to 40 percent. In 1991 there were 11 states in which the share was less than 33 percent, compared to no such states in 1990. This was especially unusual given that the definition for this variable did not change between the two reporting years. The 1992 shares were similar to the 1991 numbers, ranging from 100 percent to 15 percent, with the relative share less than 33 percent occurring in 12 states.

Issues

The total librarian definition should be examined by the FSCS, in conjunction with the ALA-MLS definition. The librarian definition should be general enough so as to enable state tabulations. The examination should include the issue of state civil service requirements for classification as a librarian, since at least some of the difficulty with this variable is the terminology. If the objective is to measure the number of staff available to assist the public in matters of library and

information service, then the term librarian could be replaced by another that is less restrictive.

2.4 Other Paid Employees

FSCS Definition

The FSCS defines "Other Paid Employees" as:

> *This includes all other FTE employees paid from the reporting unit budget, including plant operations, security, and maintenance staff.*

This is a residual variable, intended to capture all paid staff not covered by the other staff variables. The important point in the definition is that it provides examples of the type of staff covered, ensuring that support staff are included.

The 1990, 1991 and 1992 definitions for this variable are identical.

State Definitions

No state defines "other paid employees" in exactly the same way that the FSCS does. Nine states (Connecticut, Illinois, Indiana, Maryland, Minnesota, Mississippi, Missouri, New York, and Washington) collect much more information than the FSCS definition requires. They collect staffing information in a roster format, a list of people with separate columns for the number of hours worked and qualifications. Sometimes the state definition is more stringent than the FSCS definition.

The FSCS definition includes people working in plant operations, security, and maintenance. Six states (Idaho, Maine, North Carolina, Oklahoma, Pennsylvania and Texas) exclude these people from the definition.

Twenty-six states, including four with a list format cited above, have definitions that contain the essential elements of the FSCS definition. Following their own definitions in collecting information on "other paid employees," the numbers collected by NCES should be consistent for these states. There was no definition available for nine states and another five states had definitions differing from the FSCS definition.

Data

As mentioned above, six states have definitions of "other paid employees" that exclude some types of workers, most commonly "plant operations, security, and maintenance staff." These definitions have predictable repercussions visible in the 1991

data. Each of these states are below the average nationwide in "other paid employees" when standardized by population - though they are not the lowest in the country.

Another interesting example of what effects definitions can have on data is the use of a roster or list. Eight states, Connecticut, Illinois, Indiana, Maryland, Minnesota, Missouri, New York and Washington asked the person reporting to fill out a list of the people working in the library. These eight states were substantially *above* the average in the number of "other paid employees" when standardized for population.

Issues

One point that needs to be clarified about this variable is whether it includes general support staff of the parent government who happen to perform some library services. For example, public libraries that do not have any vehicle maintenance staff might use parent government motorpool employees. The definition does not stipulate whether such employees should be counted in the FTE measure of "other staff" if they are paid out of the *reporting unit budget* as cited in the definition. This could be expected to become more important and to apply to more types of employees as public libraries come under increasing budgetary constraints and consider contracting out for more services.

2.5 Total Paid Employees

FSCS Definition

The FSCS defines "Total Paid Employees" as:

> *This is the sum of total librarians ... and all other paid staff...*

"Total paid employees" is a sum of other staff variables. It is a reported number, rather than a number calculated during creation of the NCES dataset. The FSCS definition for "total paid employees" did not change from 1990 through 1992.

State Definitions

Twenty-seven states have definitions that conform to the FSCS definition. For ten states, we could find no definition. Another fourteen states had definitions that varied from the FSCS definition.

Many of these states have subdivided some of the other categories that make up parts to this definition. States of this type in which several categories (not matching the FSCS categories) of

employees are collected include Maryland, Minnesota, Mississippi, South Carolina, South Dakota and Tennessee. For example, on its annual report form for 1993, Maryland requested information about professional librarians, other professional staff, library associates, clerical staff, other paid staff and then requested a sum of the above. Even though these are not the categories suggested by the FSCS (total librarians and other paid staff), they add to the same total of paid staff expressed in full-time equivalents.

Eight states (Delaware, Illinois, Indiana, Iowa, Montana, New York, Oklahoma and Rhode Island) had all the parts of this definition in one way or another, but did not request the total on the annual report form.

On its annual report form, Connecticut asks for the number of positions, whether they are filled or not. Nebraska asks for the number of persons, not FTE.

Missouri, New Hampshire, Vermont and Wisconsin obtain a total, but the total is expressed in hours, not in FTE. Subtle differences in the comparability of data from one state to another can appear because of how the data were collected.

Two states, Idaho and Pennsylvania, exclude custodial and maintenance staff. This creates a difference in comparability with the other states. These data therefore had to be developed from sources other than the state reporting instruments.

Data

As with "other paid employees," eight states used a list or roster to collect "total paid employees." Each of these eight states (Connecticut, Illinois, Indiana, Maryland, Minnesota, Missouri, New York and Washington) had a much higher than average "total number of employees" reported to the NCES in the 1991 dataset. On the other hand, Kansas, which had the highest number of "total paid employees" in the country in 1991 when standardized by population did not use a list to collect the information on staff, but used the FSCS definition. We standardized by dividing the staff variable by 10,000 population, making the variable comparable state-by-state.

Issues

Deficiencies that occur in the individual staff variables will appear in the definition of total employees as well. This variable is an aggregation of all the staff variables.

Table 2-1. State Calculation of Full-Time Equivalent Employment

State or area	Does definition meet these criteria: Last day of fiscal year?	Include unfilled but budgeted?	FT = 40 hours per week?	Does it conform to FSCS definition?	Notes
	(1)	(2)	(3)	(4)	(5)
U.S. - FSCS	Yes	Yes	Yes	Yes	
Alabama	Yes	No *	Yes	No	* Paid employees.
Alaska	Yes	No *	Yes	No	* Paid employees.
Arizona	?	No *	Yes	No	* Paid library staff
Arkansas	?	No *	Yes	No	* "# of persons"
California	Yes	Yes*	36-40	No	* If search is underway
Colorado	?	Yes	Yes	?	
Connecticut	No	No	No	No	FTE data not requested
Delaware	Yes	Yes	Yes	Yes	DECPLUS definitions attached
District of Columbia	(NA)	(NA)	(NA)	(NA)	
Florida	Yes	Yes	Yes	Yes	
Georgia	(NA)	(NA)	(NA)	(NA)	
Hawaii	(NA)	(NA)	(NA)	(NA)	
Idaho	Yes	Yes*	Yes	Yes	* If search is underway
Illinois	Yes	No	No	No	FTE data not requested
Indiana	Yes	No	>=35	No	
Iowa	?	Yes*	Yes	?	* If search is underway
Kansas	(NA)	(NA)	(NA)	(NA)	No definitions in available materials
Kentucky	Yes	Yes	Yes	Yes	
Louisiana	Yes	Yes	Yes	Yes	
Maine	Yes	Yes*	Yes	Yes	* If search is underway
Maryland	Yes	No	?*	No	* # hours not specified
Massachusetts	(NA)	(NA)	(NA)	(NA)	
Michigan	No	No *	Yes	No	* Paid only
Minnesota	?	No *	Yes	No	* Total staff employed
Mississippi	?	?	?	?	FTE not requested; no definitions in materials
Missouri	?	No *	Yes	No	* Paid only
Montana	?	No *	Yes	No	* Paid only
Nebraska	?	No *	No	No	* Paid only. FTE data not requested.
Nevada	Yes	Yes*	Yes	Yes	* If search is underway
New Hampshire	Yes	Yes	?*	?	* # of hours worked weekly requested
New Jersey	Yes	Yes	No	No	
New Mexico	?	No *	Yes	No	* Hours worked by salaried & hourly personnel
New York	Yes	Yes	No *	No	* Suggests using 40 hrs
North Carolina	(NA)	(NA)	(NA)	(NA)	
North Dakota	Yes	Yes	Yes	Yes	
Ohio	(NA)	(NA)	(NA)	(NA)	
Oklahoma	Yes	Yes	?*	?	* # of hours worked weekly requested
Oregon	Yes	Yes	Yes	Yes	
Pennsylvania	Yes	No	>=35	No	
Rhode Island	Yes	Yes*	?*	?	* If search underway; hours worked requested
South Carolina	Yes	Yes	Yes	Yes	
South Dakota	Yes	Yes*	Yes	Yes	* If search is underway
Tennessee	Yes	Yes*	No	No	* If search is underway
Texas	Yes	Yes*	Yes	Yes	* If search is underway
Utah	Yes	Yes*	Yes	Yes	* If search is underway
Vermont	Yes	Yes	Yes*	?	* State makes computation of FTE based upon 40 hours
Virginia	?	?	Yes	?	
Washington	Yes	Yes	Yes	Yes	
West Virginia	Yes	No	?*	No	* # of hours worked weekly requested
Wisconsin	Yes	Yes*	Yes	Yes	* If library intends to fill within the year
Wyoming	Yes	Yes	Yes	Yes	

Symbols: (NA) – No definition available.
? – Definition does not specifically address criteria.
>= – greater than or equal to.

Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

4 BEST COPY AVAILABLE

Table 2-2. State Staff Variable Definitions Compared to the 1991 Public Library Statistics Program (PLS) Definition

State or area	State definition of "ALA-MLS" conforms to 1991 PLS definition?	State definition of "total librarians" conforms to 1991 PLS definition?	State definition of "other paid employees" conforms to 1991 PLS definition?	State definition of "total paid employees" conforms to 1991 PLS definition?
	(1)	(2)	(3)	(4)
Alabama	Yes	Yes	Yes	Yes
Alaska	Yes	Yes	Yes	Yes
Arizona	Yes	Yes	Yes	Yes
Arkansas	Yes	No	No	Yes
California	Yes	Yes	Yes	No
Colorado	Yes	Yes	Yes	Yes
Connecticut	No	No	Yes	No
Delaware	Yes	Yes	No definition available	No definition available
District of Columbia	No definition available	No definition available	No definition available	No definition available
Florida	Yes	Yes	Yes	No
Georgia	No definition available	No definition available	No definition available	No
Hawaii	No definition available	No definition available	No definition available	No definition available
Idaho	Yes	Yes	No	No
Illinois	Yes	No	Yes	No definition available
Indiana	Yes	Yes	Yes	No definition available
Iowa	Yes	No	No	No definition available
Kansas	Yes	Yes	Yes	Yes
Kentucky	Yes	No	Yes	Yes
Louisiana	Yes	Yes	No	Yes
Maine	No	Yes	No	Yes
Maryland	No	No	Yes	Yes
Massachusetts	No	No	No definition available	No definition available
Michigan	Yes	No definition available	Yes	Yes
Minnesota	Yes	No definition available	No	Yes
Mississippi	Yes	No	No	No definition available
Missouri	Yes	No	No	No
Montana	Yes	No	Yes	No
Nebraska	Yes	Yes	Yes	No
Nevada	Yes	No	Yes	Yes
New Hampshire	No	No	Yes	No
New Jersey	No	No	No	Yes
New Mexico	Yes	No	Yes	Yes
New York	Yes	No	No	No
North Carolina	Yes	No	No	Yes
North Dakota	Yes	No	No definition available	Yes
Ohio	No definition available	No definition available	No definition available	No definition available
Oklahoma	Yes	No	No	No definition available
Oregon	Yes	Yes	No	Yes
Pennsylvania	Yes	No	No	No
Rhode Island	Yes	No	Yes	No
South Carolina	Yes	Yes	Yes	Yes
South Dakota	Yes	Yes	No definition available	Yes
Tennessee	Yes	Yes	Yes	Yes
Texas	Yes	Yes	No	Yes
Utah	Yes	Yes	Yes	Yes
Vermont	Yes	Yes	Yes	No
Virginia	No	No	Yes	Yes
Washington	Yes	Yes	No	Yes
West Virginia	Yes	Yes	No	No
Wisconsin	Yes	Yes	Yes	Yes
Wyoming	No definition available	Yes	Yes	Yes

Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

Table 2-3. Revised Counts for "Total Librarians": 1991 Public Library Statistics (PLS) Program Dataset

State or area	"Total librarians" reported in 1991 PLS dataset	Revised count based upon ALA-MLS criteria 1/	Decrease in count	Percent decrease
	(1)	(2)	(3) = (1)-(2)	(4) = (3)/(1)
U.S - PLS definition	34,579.5	23,377.2	11,202.3	32.4
Alabama	0.0	0.0	0.0	NA
Alaska	97.3	55.5	41.8	43.0
Arizona	408.5	320.3	88.2	21.6
Arkansas	62.0	62.0	0.0	0.0
California	3,185.6	2,575.4	610.2	19.2
Colorado	547.0	346.8	200.2	36.6
Connecticut	664.8	529.3	135.5	20.4
Delaware	64.5	25.2	39.3	60.9
District of Columbia	158.0	135.5	22.5	14.2
Florida	1,373.2	1,002.0	371.2	27.0
Georgia	543.8	510.0	33.8	6.2
Hawaii	167.5	167.5	0.0	0.0
Idaho	142.8	38.4	104.4	73.1
Illinois	2,078.2	1,301.1	777.1	37.4
Indiana	1,305.1	655.0	650.1	49.8
Iowa	686.0	201.8	484.2	70.6
Kansas	700.0	181.0	519.0	74.1
Kentucky	462.9	107.6	355.3	76.8
Louisiana	578.9	255.1	323.8	55.9
Maine	226.2	79.8	146.4	64.7
Maryland	586.0	586.0	0.0	0.0
Massachusetts	1,289.2	873.4	415.8	32.3
Michigan	1,355.0	981.3	373.7	27.6
Minnesota	637.7	401.4	236.3	37.1
Mississippi	360.6	115.8	244.8	67.9
Missouri	391.0	251.4	139.6	35.7
Montana	199.1	25.3	173.8	87.3
Nebraska	265.0	84.8	180.2	68.0
Nevada	123.8	65.0	58.8	47.5
New Hampshire	353.0	113.0	240.0	68.0
New Jersey	1,337.7	1,337.7	0.0	0.0
New Mexico	155.1	77.0	78.1	50.4
New York	3,352.7	2,978.6	374.1	11.2
North Carolina	622.1	443.1	179.0	28.8
North Dakota	106.4	16.5	89.9	84.5
Ohio	2,271.9	1,554.7	717.2	31.6
Oklahoma	369.5	152.3	217.2	58.8
Oregon	352.5	237.0	115.5	32.8
Pennsylvania	1,291.5	876.4	415.1	32.1
Rhode Island	163.7	137.3	26.4	16.1
South Carolina	369.3	238.0	131.3	35.6
South Dakota	106.4	33.4	73.0	68.6
Tennessee	452.2	245.3	206.9	45.8
Texas	1,573.0	1,016.0	557.0	35.4
Utah	245.9	116.1	129.8	52.8
Vermont	120.2	34.1	86.1	71.6
Virginia	797.3	655.0	142.3	17.8
Washington	607.9	571.8	36.1	5.9
West Virginia	205.9	59.7	146.2	71.0
Wisconsin	1,018.6	514.5	504.1	49.5
Wyoming	47.0	36.0	11.0	23.4

NA = Not applicable due to nonresponse.

1/ Assumption is that ALA-MLS librarians are 100 percent of total librarians.

Source: Compiled from the report "Public Libraries in the United States: 1991" (National Center for Education Statistics) and the dataset associated with the report, as well as the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics).

Section 3. Collections

Background

According to the FSCS definition, a public library must contain "an organized collection of printed or other library materials." Although public libraries began with a collection of books to be loaned, today the meaning of "collection" has broadened to include other information sources: serials (magazines), musical records, musical cassettes, talking books, films, videotapes, videodiscs, art works, and so on.

This proliferation has created two types of problems for the FSCS in counting library collections. The first involves the technical definition of what to count or measure, within each collection category. The second involves the categories themselves.

FSCS Definition: Physical Units Versus Titles

The PLS reporting procedure calls for using physical units as the measure of collection materials. The difference in count between physical units and titles is important. A public library with three copies of a videotape could count one title or three physical units. For example, in some states numbers in 1991 were reported by title, not physical units. For this reason, those state counts are not comparable to the 36 states which used the FSCS definition. Some of these states have changed their annual report form and will be collecting data by physical units. The 1991 NCES statistics for such states, standardized by population size, show an average number of books, a smaller than average number of audios and videos and a higher number than average of films. For all categories, these counts should be higher had physical units been reported.

State Definitions

Most states define how the collection items are to be counted in the reporting instruments. For the 1991 PLS census, only New Mexico specified that titles should be counted.[5] Twenty-six states directed that physical units be counted. Ten more states collect both the number of titles and the number of physical units for their own purposes. Eleven states had instructions that were unclear as to which type of reporting was required. Table 3-1 summarizes this information.

---

[5]This reporting pattern existed for the 1991 and 1992 PLS program, but was revised for subsequent reporting cycles.

The instructions to the "Oregon Public Library Statistical Report" for 1993 distinguish these concepts clearly:

> *A title is a publication which forms a separate bibliographic whole, whether issued in one or several volumes, reels, discs, slides or parts. IMPORTANT NOTE: Report duplicate copies as one title. A physical unit is usually a volume, but might also be a reel, disc, cassette, etc. Items which are packaged together as a unit, e.g. two compact discs, and are generally checked out as a unit, should be counted as one physical unit.*

This definition can be used to extend the measurement discussion of titles versus physical volume to the variable "serials." The FSCS definition for serials refers to issuance "usually at regular intervals, and as a rule, intended to be continued indefinitely." The category includes magazines, newspapers, annual reports, proceedings, and transactions of societies.

The DECPLUS directive for counting serials is not clearly stated. It reads:

> *Except for the current volume, count unbound serials as volumes when the library has at least half of the issues in a publisher's volume.*

This definition could be confusing with respect to the following points:

1. Whether to count individual issues, volumes, or titles, when counting serials for statistical purposes. For example, in one year a weekly magazine will have a count of one (title) or 52 (issues). Three copies of the same magazine, accumulated throughout the year, could be counted as one (title), three (volumes), 52 (issues), or 156 (3 subscriptions of 52 weeks each).

2. Serial issues usually are bound into volumes. The definition implies that a volume is "one" for counting serials, but this is not explicit.

3. If the issues of a serial are not bound, they fall into two categories: current and non-current. If the issues are *not-current* and *not bound,* and if the library has *more* than half of the publisher's issues for the year, the instruction is to count the issues as one. There is no specific instruction for counting unbound issues of a non-current year when there are *less* than half of the publisher's issues. Implicitly, it is zero. Neither is there an instruction for counting unbound issues of a current year.

A major part of the confusion about reporting for serials is clarified by the subsequent definition for "subscriptions" that appears later in the reporting manual. For subscriptions, the definition states that each duplicate (multiple subscriptions to the same periodical) is to be counted. Since the subscription variable and the serial component of the book/serial variable overlap, it can be assumed that serials are counted in the same manner as subscriptions. That is, under point #1 above, the three complete volumes of the weekly magazine are counted as three for purposes of reporting under the book/serial variable.

For books, audios, films and videos, the DECPLUS instructions are clear. Count the items as *physical units* (versus titles) with the only caution or exception being that two or more items that are checked out as one should be counted as one. More specific issues for each definition are contained in the sections that follow.

Data

The impact of technological change on the PLS dataset is evident in some of the statistics contained in the PLS publications. In *Public Libraries in the United States: 1990*, there were 702,246 films in public libraries in the United States (3.1 per thousand population). In 1991, the number fell to 616,382 (2.7 per thousand population) and in 1992, it was 532,000 (2.4 per thousand population.)

Using 1992 NCES data yields the following information:

Books and serial volumes	642,617,000
Audio	22,643,000
Video	6,778,000
Serial subscriptions	1,684,000
Film	532,000

Films are less than one percent of the total of books in public library collections. It is recommended that the collection component categories in the PLS be reviewed.

Issues

The technology of electronic reproduction is changing rapidly, with direct implications for the collection categories used in the PLS. The 1991 FSCS has five categories: books/serials, audio, films, video, and subscriptions. Do the definitions attempt to distinguish between these categories by technological format or by content? There are problems with either choice.

Technological improvement results in new electronic products. Some of these products cross the lines of audio/video divisions. Examples include compact discs (such as CD-ROM) that contain digitized information computers used to present multi-media

demonstrations: data, audio, video, and even still pictures. The notion of an all-encompassing category for digitized information should be considered by the FSCS in revising the definitions. This could be enhanced by limiting the categories representing information based on older technology. For example, the audio collection could be defined as "audio only," whereas video could be defined as "video only" or "video with other types of media." The clarification needed is based on technological criteria.

The FSCS can best judge the historical importance of separate collection categories. For example, since films are a form of visual presentation, they could be included in the same category as videos, which are similar technologically. Serials are significant enough (in total numbers) to warrant a category completely separate from books, but if states do not collect serials separately, these data may be impossible to obtain. Newer technologies, such as CD-ROM discs, should be considered as a collection category.

3.1 Book/Serial Volume

FSCS Definition

The FSCS defines a "book" as:

> *Books are non-periodical printed publications bound in hard or soft covers, or in loose-leaf format, of at least 49 pages, exclusive of the cover pages; or juvenile non-periodical publications of any length bound in hard or soft covers.*

There are several key words and phrases in this definition.

1. *Non-periodical* implies, from the definition of serial below, that a book is not *issued in successive parts, usually at regular intervals.* The term *printed publications* does not explicitly include documents in braille.

2. *Bound in hard or soft covers, or in loose-leaf format,* is very technical, especially relative to the definitions contained in the state reporting instruments.

3. The FSCS definition also addresses the technical issue of size, via the reference to *Of at least 49 pages.* Twenty-nine of the 47 states which carried this item on their questionnaire did not include the restriction of a 49 page length. To determine whether this clause affects the definition, it would be necessary to be able to count the number of books that have less than 49 pages. If it is difficult to determine the number of books less than 49

pages in a library, it might be more accurate to exclude this delimiter from the definition. Finally, the definition limits the applicability of this technical requirement to adult books by citing *Juvenile non-periodical publications of any length.*

The FSCS defines "serial volume" as:

> *Serials are publications issued in successive parts, usually at regular intervals, and as a rule, intended to be continued indefinitely. Serials include periodicals (magazines), newspapers, annuals (reports, yearbooks, etc.), memoirs, proceedings, and transactions of societies. Except for the current volume, count unbound serials as volumes when the library has at least half of the issues in a publisher's volume.*

This definition also has several key words and phrases:

> 1. *Issued in successive parts*--Serials are distinguished from books in that they are issued in successive parts, usually at regular intervals. Some states include bound serial publications in the category of book.
>
> 2. *Intended to be continued indefinitely*--This phrase helps to describe serials but practically does not distinguish one type of serial from another.
>
> 3. *Count unbound serials as volumes when the library has at least half of the issues in a publisher's volume*--This element of the definition helps the respondent to decide how to count the number of serials.

The 1990, 1991, and 1992 FSCS definitions for "books/serials" were identical.

State Definitions

Eighteen states have followed the FSCS definition. From another 13 of the 49 states for which there are documents, no definition was available. The other 18 states had definitions which followed the FSCS in part only. The list below contains some of the terms found in the state definitions.

Magnification - some states that do not conform to the FSCS definition exclude "magnification" in their definition of books. For example, one state defines books as "materials that do not require magnification." Arizona advises the person responding to the annual form to "exclude microforms."

Titles vs. Volumes - A few states request information on titles and volumes. They are not the same. Missouri states, "title

refers to an actual, singular, work. For example, you may have six copies of *Gone with the Wind*. That is one title; however it represent six volumes in your holdings." The FSCS collection requests the number of volumes. New Mexico collected and reported book titles in place of book volumes. This resulted in an undercount of book volumes and in data that were not fully consistent with other states.[6]

Cataloging - A few states, Louisiana, New Jersey, New York and Virginia, include in their definition the element of cataloging. A book must be cataloged before it is to be counted. The FSCS definition of a book does not require cataloging and makes no mention of it. From a practical viewpoint, if a library quickly catalogs all new volumes, there will be no difference between the two statistics.

Printed - Michigan expands the concept of printed publications and states, "books" are non-periodical printed, typewritten, handwritten or mimeographed publications contained in one binding or portfolio (hardbound, paperbound or looseleaf). The FSCS definition only mentions "printed publications."

Timing - Several states, including Maryland and New Jersey, ask for the number of books owned at the end of the year. Almost all other states make no mention of the date to which the figure refers.

Data

An examination of the NCES 1991 dataset revealed some improbabilities in the data. Thirty-three public libraries did not have books. Seventeen of these, however, were mistakes created when keying the Kansas file. Eight libraries in Texas reported no books. These are relatively minor, however, representing a small number of the public library entries in the NCES dataset. They appear to be nonresponse or technical problems.

The 1991 NCES dataset also contained several anomalies with respect to collection counts. These include five public libraries that had more audios than books. Another had more films than books and four public libraries had more videos than books.

---

[6]Again, the definition was changed subsequent to the period of this evaluation and is now in full conformance.

Issues

The FSCS should clarify the requirements concerning page length in the definition. With 60 percent of the states in the country not mentioning the phrase "*Of at least 49 pages*" in their definition of "book/serial volumes," it can be concluded that states report the statistic of "books" inconsistently. One state data coordinator stated that public libraries in his state ignored this phrase. The response indicated that it is difficult for public libraries to distinguish the number of books having 49 pages and more from those having less than 49 pages. Also, there are many government documents less than 49 pages in length, and it is not clear whether they are counted consistently. Finally, it should be pointed out that a related statistical program of the NCES, the Integrated Postsecondary Education Data System (IPEDS)--Academic Libraries Survey, has a definition of books that is not restrictive as to length.

The FSCS should consider removing the phrase "*of at least 49 pages*" from the definition of books and serial volumes.

The FSCS should clarify whether books must be cataloged in order to be counted. A practical reason for choosing them to be cataloged is that with automation, once they are cataloged they are easily countable.

Clarification is needed about the reference date to which the count of books is linked. The choices include: end of calendar year, end of fiscal year, time of annual report submission to the state, or some other specific point.

Some states require that microforms be excluded from the count of books, while others require that they be counted. The FSCS should clarify this point.

3.2 Audios

FSCS Definition

The FSCS definition of "audios" is:

> *These are materials on which sounds (only) are stored (recorded) and that can be reproduced (played back) mechanically or electronically, or both. Included are records, audiocassettes, audio cartridges, audiodiscs, audioreels, talking books, and other sound recordings.*

Important elements in the definition are:

1. *Sounds (only):* This is a technical clarification, to distinguish audios from other collection materials such as

videos that have sound plus other information.

2. *Included are records, audiocassettes, audio cartridges, audiodiscs, audioreels*: This is an attempt at a definition by example - listing out individual items that would fall under this categorization.

The FSCS definition of "audios" did not change from 1990 through 1992.

State Definitions

All states but two, Hawaii and Georgia, ask for information about audios in their reporting instruments. Sixteen states follow the FSCS definition verbatim. Arkansas had a definition that differed from the FSCS definition only in a few words. For 17 states, no definition was available. Another 15 states had definitions of their own, some of which followed the FSCS in part, while others had completely different definitions.

Twelve states define "audio" only by listing the formats that can be played back. These are Idaho, Illinois, Maine, Massachusetts, Minnesota, New Mexico, North Carolina, Oregon, Rhode Island, South Dakota, West Virginia and Wyoming. For these states, it appeared that a list of formats on which audio could be played was sufficient to inform a person completing the annual report what was required. Rapid change in recording technology make definition by listing out-of-date.

These twelve states above use various phrases to describe how sounds are recorded: long-playing records, phonograph records, compact discs, audio cassettes, audio disc recordings, audio cartridges, audioreels, talking books, audio materials, and sound recordings.

The following are media and the states that specifically identified these media on their reporting instruments:

Cartridges (audio cartridges):

- Idaho
- Rhode Island

Cassettes (audio cassettes, tapes):

- Idaho
- Illinois
- Maine
- Massachusetts
- Minnesota
- North Carolina
- Oregon
- Rhode Island
- South Dakota
- West Virginia
- Wyoming

Compact discs:

Idaho	North Carolina
Illinois	Oregon
Maine	Rhode Island
Massachusetts	South Dakota
Minnesota	West Virginia
New Mexico	Wyoming

Records (phonograph, lp's):

Illinois	North Carolina
Maine	Oregon
Massachusetts	West Virginia
New Mexico	Wyoming

Reel-to-Reel (audioreels):

Idaho	Rhode Island

Issues

Three issues are most important: the reference date of the data, how copies should be counted, and how to define audios in the face of changing technology.

With respect to reference date, the FSCS does not address this issue for the variable. Mississippi asks for the number of audios at the beginning of the year, those added during the year, and those at end of year. With definitions in some states specific with regard to the reference period at which time to report the collection and the definition ambiguous with regard to time in other states, data cannot be consistent.

The subsection on "Collections" contains a description of the titles versus copies issue. The DECPLUS manual (Version 1.0) contains a note that covers all categories of collection. It states that collection items should be reported in physical units. This note makes clear that items packaged together should be counted as one unit. It does not clarify explicitly that multiple copies should be counted as one for each copy. Three copies of a Broadway soundtrack count as three.

The FSCS definition extracts the essence of the technology: "*materials on which sounds (only) are stored (recorded) and that can be reproduced (played back).*" However, because the media on which sounds are stored is changing so rapidly, the definition should have two parts. The first part should describe the essence - "*media on which only sounds are stored ... that can be ... (played back).*" This will stand the test of time. The second part could be an illustrative, but not exhaustive list of media. Some states, for example, Oregon, define audio by using a list "audio materials (cassettes, records, compact discs)."

Since film, video, CD-ROM and compact discs can all have sounds on them, a definition is needed that excludes media other than sound. The FSCS definition does this by including the word "only."

The issues described in the beginning of section 3 also apply to this variable.

3.3 Films

FSCS Definition

The FSCS definition of a "film" reads:

> *The term film is used interchangeably with "motion picture" which is a length of film, with or without recorded sound, bearing a sequence of still images that create the illusion of movement when projected in rapid successions (usually 18 or 24 frames per second). Motion pictures are produced in a variety of sizes (8, super 8, 16, 35, 55, and 70 mm) and in a variety of forms (cartridge, cassette, loop, and reel).*

The definition for this variable was identical for the 1990 and 1992 PLS data collections.

State Definitions

All states but four, Hawaii, Oklahoma, Vermont and West Virginia, ask for information about films. Fifteen states have followed the FSCS definition closely. For 21 states, no definition was available. Another 15 states had definitions of their own, some of which followed the FSCS in part and some of which were completely different. Some of these 15 are described below:

1. *Motion pictures:* Massachusetts includes filmstrips and slide sets in their definition of "film." This would seem to be contrary to the FSCS definition since filmstrips and slides do not create the illusion of movement. Nebraska, on the other hand, specifically excludes filmstrips and slides. Kansas excludes filmstrips and videocassettes from the definition of "film."

2. *Motion pictures are produced in a variety of sizes:* The FSCS definition is meant to be all-inclusive. Massachusetts, North Carolina and South Dakota restrict the size to 16mm films.

3. *Physical units or volumes:* In its introduction to the collection items (books/ serials, audios, films, videos), the FSCS asks that physical units or volumes be collected. New York and Nebraska ask only for titles which would cause these states to undercount films in comparison to other states.

4. Many states do not define the term "films:" Nineteen states for which we have annual report forms have no definition of "films." It is not known what is included and what is not in their statistics submitted to the NCES. For example, some states might include microfilm, while some might not.

Data

The number of films reported in 1991 to the NCES was very few for several states: West Virginia reported no films loaned, Delaware reported only 27 films, Vermont 37 films and eight other states, Arizona, Kentucky, Maine, Montana, Nebraska, Nevada, South Dakota and West Virginia, reported less than 1,000 films loaned. This reflects the changing nature of technology and raises the issue discussed below. That there were no issues raised by a review of the data, except that the diminishing numbers of films being reported, suggests this category is diminishing in importance.

Issues

The use of films as an information technology has been declining steadily, as have their numbers in public libraries. For example, only one library in Vermont still retains 16mm films in its collection. As a consequence, Vermont no longer requires its public libraries to include films on the annual report form.

One option the FSCS could consider is to absorb the data item "films" into that for "videos." Videos could encompass all media in which the sense of sight is predominant. As mentioned above in the overview for collection, the number of films in libraries would be zero in six years if the present downward trend in the number of films in public libraries were to continue.

3.4 Videos

FSCS Definition

The FSCS defines "Videos" as:

> *These are materials on which pictures, sound, or both are recorded. Electronic playback reproduces pictures, sounds, or both using a television receiver or monitor.*

There was no change in this FSCS definition from 1990 through 1992.

State Definitions

Sixteen states use the FSCS definition verbatim: Alabama, Arkansas, Delaware, Florida, Indiana, Nevada, New Jersey,

Pennsylvania, South Carolina, Tennessee, Texas, Utah, Vermont, Virginia, Washington and Wisconsin (table 3-2). Another three states use a definition that matches the FSCS definition, but changes a word or two: Idaho, Louisiana and Michigan. Half of the states (23) did not provide a definition of "videos" to those who were filling out the annual library report forms. Another seven states had definitions that were different from the FSCS definition. No form or instructions were available for the District of Columbia and Ohio.

Thirty-eight states define how videos are to be counted. Of these, New Mexico gives specific directions that *titles* should be counted. Twenty-six states direct that *physical units* be counted. Ten more states collect both the number of titles and the number of physical units. The FSCS directs that collection items for the NCES report be reported in physical units. Eleven states had instructions that were unclear as to which type of reporting was required. A public library with multiple copies of one videotape could count the one title, not the multiple physical units.

The state annual report forms make reference to a variety of terms in reference to videos. These include "videocassettes," "videos," "video materials" and "videodiscs." Rhode Island specifically mentions "videodiscs" along with "videocassettes." The FSCS definition is wide enough to encompass all the versions.

The definition implies certain technical criteria that distinguish videos from film. The reference is to playback on a "television receiver or monitor." Yet there are other types of electronic materials, including digital based media such as CD-ROMs, that could qualify under the FSCS definition.

Data

There were no special issues raised by a review of the data.

Issues

The FSCS could consider collapsing films into the "video" category. This is discussed in some detail in subsection 3.3.

The FSCS also could consider the reference period for the number of videos reported to the NCES. The end of the calendar year is one possibility. Many state annual reports ask for the number at the beginning of the year, the number added during the year, and the number at the end of the year. If the reference date is the "end of the fiscal year," the date would change in accordance with the different state fiscal years.

3.5 Subscriptions

FSCS Definition

The FSCS definition of a "subscription" reads:

> *These include subscriptions received both purchased and gifts. This count does not include the number of individual issues but, rather each serial title. The total number of subscriptions in the library system, including duplicates, is reported.*

There was no change in this definition from 1990 through 1992.

There are several elements to the definition:

1. *Subscriptions:* The definition does not state it, but it is referring to subscriptions of serial publications as defined by the FSCS. It is also referring to *current* subscriptions, not those of the past that are now bound and counted with books. Kentucky makes it specific by including the word "current" in the description.

2. *Not individual issues, but each serial title:* Wyoming does not directly address the question of issues. Several states (Arizona, Indiana, Virginia and Wisconsin) count both the number of subscriptions and the number of titles. The difference between "subscriptions" and "titles" is that the concept of subscriptions includes copies of the same title. Three copies of "Times" magazine would be counted as one title and three subscriptions.

3. *The total number of subscriptions, including duplicates, is reported:* "Duplicates" is the key word here. Example: three copies of Newsweek will count as 3 subscriptions." By giving an example of what is meant, no misunderstanding can take place.

State Definitions

Of the 49 states for which reporting instruments were examined, all but two (Hawaii and Massachusetts) ask for information about serial subscriptions. Eighteen states have followed the FSCS definition. Nine of the 18 states used the FSCS definition word-for-word, while the other nine had wording very close or had all the essentials. No definition was available for 12 states. The other 21 states had definitions of their own, some of which followed the FSCS in part, while others had completely different definitions.

Alabama, Colorado, Connecticut, and Idaho use the FSCS definition, but clarify it. California uses a definition shorter

than the FSCS definition, but clearer. A detailed instruction comes from Idaho:

> *"Report the total number of current subscriptions (not volumes) received, both purchased and gift, and including duplicates. Thus, if you have 3 current subscriptions to Time Magazine and 4 subscriptions to Newsweek, report a total of 7 subscriptions. Do not report the number of individual issues."*

The FSCS definition does not include the word "current," but it is necessary to understand the definition includes only current subscriptions. The same magazines when bound are no longer current and are counted as volumes under "books/serial volumes."

Michigan has a definition of subscriptions that has an addendum foreign to every other state. Michigan instructs the public libraries to "Include all agreements with publishers to purchase or receive materials published in successive parts... Remember, this is the number of agreements to receive items, not the number of items already received."

Illinois instructs its public libraries to "exclude duplicates." New York is similar in that it says "two subscriptions to the same serial count as one title." Both these states are undercounting in comparison to the FSCS definition.

Issues

The FSCS definition does not fully address issues created by technology, such as how the states report serial subscriptions that are available to patrons electronically. Public libraries can now subscribe to newspapers that are in electronic form. The FSCS should clarify how to report an electronic subscription. For example, they could be excluded or counted as one unit (even though several people can simultaneously access a product such as an on-line newspaper file).

Table 3-1. State Method of Counting Collection Items

State or area	Titles, physical units, or both
FSCS/PLS definition	Physical
Alabama	Physical
Alaska	No clear directive
Arizona	Both methods
Arkansas	No clear directive
California	Physical
Colorado	Physical
Connecticut	Physical
Delaware	Physical
District of Columbia	Not available
Florida	Physical
Georgia	No clear directive
Hawaii	No clear directive
Idaho	Physical
Illinois	Physical
Indiana	Physical
Iowa	Physical
Kansas	Physical
Kentucky	Physical
Louisiana	Physical
Maine	No clear directive
Maryland	No clear directive
Massachusetts	No clear directive
Michigan	Physical
Minnesota	Both methods
Mississippi	No clear directive
Missouri	Physical
Montana	Both methods
Nebraska	Physical
Nevada	Physical
New Hampshire	No clear directive
New Jersey	Both methods
New Mexico	Title
New York	Physical
North Carolina	Physical
North Dakota	Physical
Ohio	Not available
Oklahoma	Both methods
Oregon	Both methods
Pennsylvania	Physical
Rhode Island	Both methods
South Carolina	Physical
South Dakota	Both methods
Tennessee	No clear directive
Texas	Both methods
Utah	Physical
Vermont	No clear directive
Virginia	Both methods
Washington	Physical
West Virginia	Physical
Wisconsin	Physical
Wyoming	Physical

FSCS/PLS -- Federal State Cooperative System for Library Data, and Public Library Statistics Program, respectively.
Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

61 BEST COPY AVAILABLE

Table 3-2. State Collection Variable Definitions Compared to the 1991 Public Library Statistics Program (PLS) Definition

State or area	State definition of "book/serial volume" conforms to 1991 PLS definition?	State definition of "audio" conforms to 1991 PLS definition?	State definition of "films" conforms to 1991 PLS definition?	State definition of "videos" conforms to 1991 PLS definition?	State definition of "subscriptions" conforms to 1991 PLS definition?
	(1)	(2)	(3)	(4)	(5)
Alabama	Yes	Yes	No definition available	Yes	Yes
Alaska	No	No	No	No	No
Arizona	No definition available	No definition available	No definition available	No	No
Arkansas	Yes	Yes	Yes	Yes	Yes
California	No	No	No	No	No
Colorado	No	No	No definition available	No	No
Connecticut	No	No	No definition available	No definition available	Yes
Delaware	Yes	Yes	Yes	Yes	Yes
District of Columbia	No definition available	No definition available	No definition available	No definition available	No definition available
Florida	Yes	Yes	Yes	Yes	Yes
Georgia	No definition available	No	No definition available	No definition available	No definition available
Hawaii	No definition available	No definition available	No definition available	No definition available	No definition available
Idaho	Yes	No	No	Yes	No
Illinois	No	No definition available	No definition available	No definition available	No
Indiana	Yes	Yes	Yes	Yes	No
Iowa	No	No	No definition available	No definition available	No
Kansas	No definition available	No	No	No definition available	No definition available
Kentucky	No definition available	No	No definition available	No definition available	Yes
Louisiana	Yes	Yes	No	Yes	Yes
Maine	No definition available	No	No definition available	No definition available	No definition available
Maryland	No	No	No definition available	No definition available	No definition available
Massachusetts	No	No	No	No definition available	No
Michigan	No	No	No	Yes	No
Minnesota	Yes	No	No	No definition available	Yes
Mississippi	No definition available	No definition available	No definition available	No definition available	No definition available
Missouri	No	No definition available	No	No definition available	No
Montana	No definition available	No definition available	No definition available	No definition available	No
Nebraska	No	No definition available	No	No definition available	No
Nevada	Yes	Yes	Yes	Yes	No
New Hampshire	No definition available	No definition available	No definition available	No definition available	No
New Jersey	No	Yes	Yes	Yes	Yes
New Mexico	No definition available	No definition available	No definition available	No definition available	No definition available
New York	No	No definition available	No definition available	No	No
North Carolina	No definition available	No definition available	No	No	No definition available
North Dakota	Yes	No definition available	No definition available	No definition available	Yes
Ohio	No definition available	No definition available	No definition available	No definition available	No definition available
Oklahoma	No definition available	No definition available	No	No definition available	No definition available
Oregon	Yes	No definition available	No definition available	No definition available	Yes
Pennsylvania	No definition available	Yes	Yes	Yes	Yes
Rhode Island	No	No	No	No	Yes
South Carolina	Yes	Yes	Yes	Yes	Yes
South Dakota	No	No definition available	No definition available	No definition available	No
Tennessee	No	Yes	Yes	Yes	Yes
Texas	Yes	Yes	Yes	Yes	Yes
Utah	Yes	Yes	Yes	Yes	Yes
Vermont	Yes	Yes	No	Yes	No
Virginia	Yes	Yes	Yes	Yes	No
Washington	Yes	Yes	Yes	Yes	Yes
West Virginia	No	No	No	No definition available	No definition available
Wisconsin	Yes	Yes	Yes	Yes	No
Wyoming	No	No	Yes	No definition available	No

Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

Section 4. Services

Background

There are five variables in the service category, although "interlibrary loans to" and "interlibrary loans from" are combined into one subsection. All of the service variables have a common methodological issue. This is the process for using a "typical week" as a basis for tabulating annual statistics for the variable.

The "typical week" estimation procedure varies in application among the states that use it for the PLS. The PLS requires an annual count for each of the service category variables. Given the difficulty of maintaining an actual count, the PLS respondents estimate by conducting a count of the service variable during one "typical week." The weekly count is then used as a basis for making an annual estimate.

FSCS Definition

The FSCS instructions for estimating the counts of service variables reads as follows:

> *If annual counts are available...please use them. Otherwise provide annual estimates based on a count taken during a typical week in October and then multiply by 52. A "typical week" is a time that is neither unusually busy or unusually slow. Avoid holiday times, vacation periods for key staff, days when unusual events are taking place in the community or in the library. Choose a week in which the library is open its regular hours. Include seven consecutive calendar days, from Sunday through Saturday or whenever the library is usually open.*

The definition for this methodology has remained constant for the three year period 1990 through 1992.

State Definitions

The subsections that follow contain detailed information about individual state applications of the "typical week" estimation procedure.

Issues

Reference to a "typical week" for measurement purposes is a common procedure to identify a timeframe for statistical coveraage. Options for identifying a typical week range from general to explicit. At one extreme, respondents select their own typical week without guidelines.

The FSCS is more precise in specifying a month, and in attempting to provide guidelines that reduce variation that could be caused by unusual circumstances. Some statistical programs are even more explicit, however, and designate a point in time that must be included in the "typical week" (or chosen reference period). This moves in the direction of ensuring that data for each respondent cover precisely the same time period.

Another option is to develop a standard reference period that is shorter than a full year and easier to apply. The FSCS could designate a week, a month, or multiple weekly periods during the year. Public libraries could report counts for the variable during this shorter time period. This procedure would standardize the reporting period for the variables, yet eliminate the need for local public libraries to estimate annual counts. That task could be done by the states, the NCES, or not at all. In the latter case, the report *Public Library Statistics in the United States* could contain comparative data for these shorter but standard time periods, leaving open the option of estimating annual figures.

The FSCS could consider this idea for standardization. However, if the objective is to obtain annualized estimates, it could serve just as well to permit state flexibility in the choice of reference period for a "typical week." This is because states can have very different schedules over the course of a year. There are variations due to weather, budget, holidays, and numerous other factors. A true annual measure for the variabale requires that all factors be taken into account. This only can be done if the respondent public libraries have the flexibility to develop their own estimate or tally of annual public service hours.

Another issue is statistical validity. Application of a methodology that treats a "typical week" as 1/52 of an annual aggregate might be inaccurate, more so in some states than in others. Factors that influence this include seasonality, budgets and weather. Direct weighting of the typical week by 1/52 could be adversely influenced by such factors, resulting in an inaccurate measure and/or measures that are not comparable among states.

The methodology should be validated. Alternatives exist, as do variations such as the use of several "typical weeks," representing different reference periods throughout the year.

4.1 Public Service Hours

FSCS Definition

The FSCS definition of "public service hours" reads:

This is the total annual public service hours for all outlets combined. Report the sum of all public service hours for all library facilities (including bookmobiles) for the entire year. For bookmobiles, report only the hours in which the bookmobile is open to the public. Do not include hours for deposit collections or other similar service outlets.

There are several key words and phrases in the definition:

1. *Total annual public service hours:* The statistic often is estimated using the "typical week" method, as discussed previously. Estimation eliminates the need for recompiling actual hours from past records, although technology has made the task more feasible.

2. *For all outlets combined:* It includes all central libraries, branches and bookmobiles. It does not include outlets that are only stations where books are kept, but not serviced by a staffed librarian.

3. *For bookmobiles, add only hours bookmobile is providing library service*: This is common sense, but is not unnecessary advice. This does not include hours in transit.

The definitions for this variable were identical in the 1990 and 1991 PLS census. For 1992, the definition changed slightly in wording, but with the same objective of combined hours for all outlets. These outlets are specified, for clarification, in the 1992 definition.

State Definitions

Thirty-two states request information about public service hours. Seventeen states do not. Only two states (Louisiana and Montana) have followed the FSCS definition verbatim. Another nine states had definitions that differed from the FSCS definition only in a few words. For seven states, no definition was available (table 4-1). The other 33 states had definitions of their own.

Twenty-seven states use a "typical week" method to estimate the number of public service hours in a year. A typical week is selected, calculations made for hours the library was open (at the main library and throughout all the branches), and the result is multiplied by 52 to derive an annualized figure. This methodology, as discussed previously, could be the source of inconsistency in the way these data are reported to NCES. As an example, for the local libraries in New York, Oklahoma and Vermont, two typical weeks are suggested --one in the Winter and one in the Summer. This might be valid, but it is inconsistent with the way the other states choose a typical week. Nevada asks for a detailed schedule of hours for a typical week for each

outlet. The state adds the hours and makes the annual figure calculation.

Rhode Island and Tennessee include the term "duplicate hours" while South Dakota uses the term "unduplicate hours." "Duplicate hours" is taken from the description of how to count "population served." A duplicate count takes the count for each individual unit and sums them into a total. An unduplicate count eliminates any overlap among the facilities of a single public library. If a central library is open 8 hours on Monday and two branches are open at the same time, the duplicate or combined count is 24 hours while an unduplicate count would be 8 hours.

Data

The data show a surprising consistency despite the many different ways this term was worded. The data for 1991 went from a low of 66 hours open per thousand population to a high in Vermont of 376 hours. That is a wide range, but 24 states were open 100 to 149 hours per thousand, another 10 were open 150 to 199 hours and seven more states were open 50 to 99 hours--31 states were open from 50 to 199 hours per thousand population. Although Vermont had the highest number of hours open per thousand population, the wording of the question on the state's annual report form was no different than many other states and thus gave no indication why the number was the highest.

Issues

The FSCS should provide guidance on the methodology for applying a typical week estimation procedure, as discussed earlier.

The FSCS definition is not completely clear as to the meaning of "all outlets combined." The wording does not clearly spell out that the hours for the central library should be added to those for each branch. (For the 1992 PLS, the definition was improved to specify not only branches, but also the other outlets.)

Actual public service hours can sometimes differ from scheduled hours. It is assumed that the PLS is measuring hours scheduled to be open for the public. This is not clear, however, and should be made so.

4.2 Attendance

FSCS Definition

The FSCS defines "attendance" as:

> *This is the total number of persons per year entering the library, including persons attending activities, meetings,*

and those persons requiring no staff services.

There was no change in this definition from 1990 through 1992. In 1994 the term was changed to "Library visits."

State Definitions

Fourteen states (see table 4-1) use the FSCS definition verbatim. These are Arkansas, Connecticut, Florida, Louisiana, Maryland, Minnesota, Nevada, New York, North Dakota, Oregon, South Carolina, Texas, Utah and Washington. Another five states use a definition that matches the FSCS definition, but varies a word or two: California, Idaho, Maine, New Jersey, Vermont.

There is inconsistency about the methodology used to derive the number for the attendance variable. Fifteen states (Arizona, Colorado, Indiana, Kansas, Missouri, Montana, Nebraska, New Hampshire, New Mexico, Rhode Island, South Dakota, Tennessee, Vermont, West Virginia and Wisconsin) use the "typical week" methodology, consistent with that of the FSCS. Other states use a slightly different approach. Wyoming directs its libraries to multiply a typical week by 50.

Alabama, Alaska and Montana require *use* of library facilities for inclusion in the count. The distinction is useful theoretically, but not always precise in practice. This is more stringent than the FSCS definition that counts everyone who enters the library.

North Carolina, Vermont and Virginia use the term "library visits." If the FSCS definition is to be used, the term "library visits" more aptly describes the variable being measured than does the term "attendance." (As indicated above, this change has been made for the current PLS program.)

Data

In table 4-3, the attendance totals for the states were divided by the 1991 estimated population (from the Census Bureau) to obtain a per capita attendance. With this statistic controlling for the size of population, there are large differences in the attendance statistics. These suggest that the variable is not well defined or the definition is not consistently applied, or both. One possible reason for large differences is the contribution of the "typical week" methodology.

Alabama and Oklahoma did not report attendance for the 1991 dataset. Except for those states, Maryland had the lowest state attendance, 1,800 per 10,000 population. This compared to a national attendance rate of about 27,600 per 10,000 population, based upon the 48 states (plus the District of Columbia) that reported attendance. It was determined that the Maryland figure was attendance at library programs, rather than attendance at the

library. For 1991, according to the state data coordinator, Maryland should have reported 13,094,266 for the FSCS defined term "attendance." This would have resulted in an attendance rate of about 26,900 per 10,000 population, a figure near the national rate.

Issues

The term "attendance" could imply more than entering a public library building. The FSCS could consider alternative phrasing or a more explicit definition. For example, an alternative term would be "library visits," which is used by several states and is an output measure suggested by the American Library Association (ALA).

When "attendance" is estimated using the "typical week" methodology, it suffers the same problems discussed above regarding public service hours. The FSCS description of the methodology is good, but it is not followed by all states.

As noted previously, the FSCS definition has changed, effective with the 1993 PLS program. This variable is now identified as "library visits" rather than attendance, with a corresponding clarification in the definition.

4.3 Circulation

FSCS Definition

The FSCS defines "circulation" as:

> *These are transactions that involve lending an item from the library's collection for use generally (although not always) outside the library. This activity includes charging materials manually or electronically. Each renewal is also reported as a circulation transaction. These data are reported as annual figures.*

There was no change in this definition from 1990 to 1991 nor from 1991 to 1992.

State Definitions

Almost every state asks for circulation on its annual report form. Georgia does not ask for "circulation" on the annual report form. No annual report form for the District of Columbia and Ohio was provided.

In defining "circulation," twelve states use the FSCS definition word-for-word: Delaware, Louisiana, Maryland, New Hampshire, Rhode Island, South Carolina, South Dakota, Texas, Utah,

Virginia, Washington and Wisconsin. Nine other states use wording that is different from the FSCS definition in only minor details. Another eight states have wording that is different from the FSCS definition, but the other wording contains all the essential elements that the FSCS definition contains. Fourteen states provide no definition of "circulation," but six provide a list of materials that could be lent out to patrons and ask for the number loaned.

It is instructive to examine the definitions from all the states at the same time because different states add a phrase that clarifies the definition. Utah, for example, uses the FSCS definition verbatim, but adds the words "*for patrons*:" "...lending an item from the library's collection for use *'by patrons'*..." This distinguishes "circulation" from the library's lending materials to other libraries within and without its own jurisdiction. A number of states, including Oregon and Wisconsin, add that interlibrary loans received from other library jurisdictions count as "circulation" whereas interlibrary loans loaned to other jurisdictions do not count as circulation.

Minnesota explicitly defines "charged" and "non-charged circulation." "Charged circulation" includes the stipulation that library materials are charged to patrons with a definite time period for the loan. This concept is implicit in the definition used in other states. Kentucky stipulates that automatic renewals are not counted again as "circulation." Kentucky provides other guidelines giving greater detail consistent with the FSCS definition. For example, one title read to 20 children is counted as one for circulation measures.

Data

Table 4-2 contains a variety of statistics associated with circulation. These were developed to look for patterns that could identify state differences in the definition (or its application) for the "circulation" variable. For example, circulation per 10,000 population reduces size differences for making interstate comparisons. Comparing state share of national population to share of circulation could help identify individual state divergence from the standard definition. The circulation per 10,000 population column shows some very sizeable differences among the states. The differences between shares of population and shares of circulation also are sizeable. Unfortunately the data show no pattern to substantiate any theories regarding the definitions.

Texas, for example, (table 4-2, columns 4 and 5) had one of the largest discrepancies between its share of the national circulation and its share of the national population, yet it follows the FSCS definition verbatim. Florida and Wisconsin have relatively large discrepancies between circulation and

population, but they also follow the FSCS definition verbatim. Ohio has the largest circulation per 10,000 population (column 3), but it is not possible to determine whether the state definition has any influence the way its data are reported.

Issues

There are three clarification issues that could improve the consistency of data for this variable. One involves library materials made available to patrons, but not charged out. This practice exists in some public libraries, as indicated by the clarification in Minnesota. This can involve "read and return" paperbacks, for example. It could not be determined from the available information whether any of the states attempted to estimate noncharged circulation.

The FSCS could do more to clarify the circulation statistics by stipulating the types of library materials covered under circulation. Circulation could be measured for books, serials, audios, films and videos.

Finally, the method for handling renewals should be covered explicitly in the definition. This would clarify whether a renewal counts as an additional circulation "count".

4.4 Interlibrary Loans To and Interlibrary Loans From

FSCS Definition

The 1991 FSCS defines "Interlibrary loans to" as:

> *These are library materials, or copies of the materials, lent by one library to another upon request. The libraries involved in interlibrary loans are not under the same library administration. These data are reported as annual figures.*

The FSCS definition of "Interlibrary loans from" is similar.

> *These are library materials, or copies of the materials, borrowed by one library from another library upon request. The libraries involved in interlibrary loans are not under the same library administration. These data are reported as annual figures.*

These definitions were identical for the 1990 and 1992 PLS programs.

One key phrase in the two definitions is "are not under the same library administration." All private, academic, special,

school, and corporate libraries would meet this criterion. All other public libraries that are *not under the same library administration* would also come under this category. Thus the definition includes interlibrary loans between (but not within) public libraries, or between a public library and another type of library. By agreement, geographic location is not a factor in the definition. Loans between branches of the same public library, or between a branch and its central library, are not included.

State Definitions

Thirty states had definitions of interlibrary loans that were consistent with the FSCS definition. All but three states collected interlibrary loan data on their own reporting instruments. Table 4-1 contains a summary of the state conformance.

Arizona makes a distinction between interlibrary loans made "in Arizona" and "not in Arizona." The FSCS does not make this distinction in its definition.

Since the data for Arizona represent a sum of the two figures for the submission to NCES, there is no reason such a distinction at the state level would cause any inconsistency in the figures.

A few states omit the caveat from the state definition that the interlibrary loans must not be within the same library administration. California, on the contrary, makes the caveat more explicit by stating specifically that interlibrary loans do "not include branch to central requests."

Illinois has an extensive statewide library system which facilitates interlibrary loans between all types of libraries. A public library may borrow from other public, academic, school, corporation and special libraries. The "Public Library Annual Report 1992-1993" for Illinois requests "Number of interlibrary loans provided to other libraries during the fiscal year." The wording on the form itself does not provide the important caveat excluding loans within that library administration.

Wyoming has adapted the FSCS definition of interlibrary loans to the fact that public libraries in the state are organized along county lines. The state instructions for its annual public library report say that loans between libraries within the same county are not interlibrary loans. Wyoming is making the FSCS definition specific to its administrative structure.

In Hawaii, the public library system is administered by the State. Therefore, it would be difficult, but not impossible, to lend or to borrow from another public library administration (on the mainland). Not unexpectedly, Hawaii had the lowest absolute

number of interlibrary loans (644 loans out) and the lowest per capita number of interlibrary loans, less than six interlibrary loans for every 10,000 people served during 1991.

Data

There was a sizeable difference in the 1991 and 1992 public library datasets, at the national level, between what was loaned to and what was borrowed from other public libraries. For 1991, public libraries reported 6.0 million interlibrary loans "to" other libraries, but more than 6.5 million interlibrary borrowings "from" other libraries. For 1992, the numbers were 6.8 million "to" and 7.1 million "from."

There also were large discrepancies in several states between what was loaned to and what was borrowed from other public libraries. Public libraries in Arkansas borrowed almost 75 percent more materials than they loaned out in 1991. The District of Columbia loaned out 20 times the number of library materials than it borrowed during the same year. This strange phenomenon of large discrepancies between library materials loaned out and library materials borrowed is present throughout the data. The discrepancy does not maintain the same direction. Sometimes more are loaned out than borrowed, and sometimes the opposite is true. However, since a public library can lend materials to or borrow materials from non-public libraries, the variables are not being measured in a closed statistical system that requires a balance.

The average number of loans "from" other library administrations was 726,200. Within Maryland, public libraries loaned 102,987 to other library administrations in 1991 (mostly to other county-run public libraries) while receiving from others 173,518. This is a large imbalance, 75 percent more loans were received from other library administrations than loaned to. The large urban, county-run public libraries were more balanced while the rural areas of Maryland requested more loans. New York alone had over one-sixth of all the interlibrary loans in the country in 1991. Wisconsin was the leader in interlibrary loans on a per capita basis, over one interlibrary loan for every ten people.

The data in the 1991 NCES database for these two data items are widely dispersed which usually suggests definitional problems. The manner in which libraries are organized or structured and the amounts of cooperative agreements between libraries affect the amount of interlibrary loan traffic.

Issues

There are several points in the definition that need clarification. First is the use of the term "public library." The definition, by stating that "interlibrary loans are not under

the same library administration," implies that the loans are between one public library and another, alternatively, between one public library and a non-public library. The FSCS could make more specific that interlibrary loans are not intralibrary, that is, not between the central and branch libraries.

A second issue involves clarifying the phrase "Same library administration." This could refer to a number of situations, all encountered in the PLS. First, it could refer to a single public library. In this sense, it excludes only lending between branches and a central facility, or between branches, of the same public library. At a higher level, it could refer to a single public library and to public libraries that are joined together in regional systems. The latter is such a common method for the sharing of library resources that the definition should be very explicit about whether or not to include such transactions.

The definition for "borrowing" should be clarified as to whether it specifically excludes materials that need not be returned (such as a photocopy of an article). This is implied by the terminology, but the reference to "copies" in the definition suggests the possibility of the broader definition.

There are two recommendations:

1. Advancing technology offers expanding possibilities for the sharing of resources that, theoretically, occur without the physical transfer of hardcopy materials from one location to another (one public library to another). The FSCS should consider the impact of this technology on the definition and the measurement of the "interlibrary loan" variables.

2. The report, *Public Library Statistics in the United States: 1991*, used a per capita figure for reporting interlibrary loans. Because the numbers on a per capita basis are so low, these figures did not distinguish between states. The draft report of *Public Libraries in the United States: 1992* shows interlibrary loans "per 1,000 population" which corrects this problem.

Table 4-1. State Service Variable Definitions Compared to the 1991 Public Library Statistics Program (PLS) Definition

State or area	State definition of "public service hours" conforms to 1991 PLS definition?	State definition of "attendance" conforms to 1991 PLS definition?	State definition of "circulation" conforms to 1991 PLS definition?	State definition of "interlibrary loans to" and "loans from" conforms to 1991 PLS definition?
	(1)	(2)	(3)	(4)
Alabama	Yes	No	Yes	yes
Alaska	No	No	No	yes
Arizona	No	No	No definition available	no definition available
Arkansas	No	Yes	No definition available	yes
California	No	Yes	No	yes
Colorado	No	No	Yes	yes
Connecticut	Yes	Yes	Yes	yes
Delaware	No	Yes	Yes	yes
District of Columbia	No definition available	No definition available	No definition available	no definition available
Florida	No	Yes	No	yes
Georgia	No	No	No	no definition available
Hawaii	No definition available	No definition available	No definition available	no definition available
Idaho	Yes	Yes	Yes	yes
Illinois	No	Yes	No	no
Indiana	No	No	Yes	yes
Iowa	Yes	Yes	Yes	yes
Kansas	No	No	Yes	no definition available
Kentucky	No	No	Yes	no definition available
Louisiana	Yes	Yes	Yes	yes
Maine	No definition available	Yes	No	no
Maryland	No	Yes	Yes	yes
Massachusetts	No	No	No	no
Michigan	No definition available	No	No definition available	no definition available
Minnesota	No	Yes	No	yes
Mississippi	No	No	No definition available	no definition available
Missouri	No	No	No	yes
Montana	Yes	No	No definition available	yes
Nebraska	Yes	No	No	no
Nevada	No	Yes	Yes	yes
New Hampshire	No	No definition available	No definition available	no definition available
New Jersey	No	Yes	No	yes
New Mexico	No	No	No definition available	no definition available
New York	No	Yes	No	yes
North Carolina	No definition available	No definition available	No definition available	no
North Dakota	No	Yes	No definition available	no definition available
Ohio	No definition available	No definition available	No definition available	no definition available
Oklahoma	No	No	No definition available	no definition available
Oregon	Yes	Yes	No	yes
Pennsylvania	Yes	No	No	no
Rhode Island	No	No	Yes	yes
South Carolina	No	Yes	Yes	yes
South Dakota	No	No	Yes	yes
Tennessee	No	No	No	yes
Texas	No	Yes	Yes	yes
Utah	No	Yes	Yes	yes
Vermont	No	Yes	No	no
Virginia	No	No	Yes	yes
Washington	Yes	Yes	Yes	yes
West Virginia	No	No	No definition available	no definition available
Wisconsin	Yes	Yes	Yes	yes
Wyoming	No definition available	Yes	Yes	yes

Source: Compiled from the individual reporting instructions obtained from the state library agencies and the National Commission on Libraries and Information Science.

BEST COPY AVAILABLE

Table 4-2. Circulation, Estimated Population, and Circulation Per 10,000 Population: 1991 Public Library Statistics Program Dataset

State or area	Estimated population 1991 1/	Total circulation	Circulation per 10,000 population	State circulation as percent of total circulation	1991 state population as percent of total population
	(1)	(2)	(3)	(4)	(5)
United States	252,177,000	1,467,489,548	58,193	100.0	100.0
Alabama	4,089,000	14,119,832	34,531	1.0	1.6
Alaska	570,000	3,426,733	60,118	0.2	0.2
Arizona	3,750,000	23,110,268	61,627	1.6	1.5
Arkansas	2,372,000	8,669,294	36,548	0.6	0.9
California	30,380,000	150,546,646	49,555	10.3	12.0
Colorado	3,377,000	23,886,045	70,732	1.6	1.3
Connecticut	3,291,000	23,717,289	72,067	1.6	1.3
Delaware	680,000	2,757,739	40,555	0.2	0.3
District of Columbia	598,000	2,115,761	35,381	0.1	0.2
Florida	13,277,000	59,975,315	45,172	4.1	5.3
Georgia	6,623,000	27,350,186	41,296	1.9	2.6
Hawaii	1,135,000	6,328,363	55,757	0.4	0.5
Idaho	1,039,000	6,287,830	60,518	0.4	0.4
Illinois	11,543,000	71,626,762	62,052	4.9	4.6
Indiana	5,610,000	46,707,637	83,258	3.2	2.2
Iowa	2,795,000	23,216,343	83,064	1.6	1.1
Kansas	2,495,000	17,392,271	69,709	1.2	1.0
Kentucky	3,713,000	18,394,909	49,542	1.3	1.5
Louisiana	4,252,000	18,650,057	43,862	1.3	1.7
Maine	1,235,000	7,411,011	60,008	0.5	0.5
Maryland	4,860,000	46,695,900	96,082	3.2	1.9
Massachusetts	5,996,000	38,911,666	64,896	2.7	2.4
Michigan	9,368,000	46,174,560	49,290	3.1	3.7
Minnesota	4,432,000	40,907,698	92,301	2.8	1.8
Mississippi	2,592,000	8,044,284	31,035	0.5	1.0
Missouri	5,158,000	32,891,890	63,769	2.2	2.0
Montana	808,000	4,267,071	53,058	0.3	0.3
Nebraska	1,593,000	10,137,165	63,636	0.7	0.6
Nevada	1,284,000	6,235,893	48,566	0.4	0.5
New Hampshire	1,105,000	7,734,015	69,991	0.5	0.4
New Jersey	7,760,000	41,169,601	53,054	2.8	3.1
New Mexico	1,548,000	6,966,672	45,004	0.5	0.6
New York	18,058,000	116,716,286	64,634	8.0	7.2
North Carolina	6,737,000	33,848,761	50,243	2.3	2.7
North Dakota	635,000	3,599,907	56,691	0.2	0.3
Ohio	10,939,000	114,889,593	105,028	7.8	4.3
Oklahoma	3,175,000	15,399,749	48,503	1.0	1.3
Oregon	2,922,000	23,506,765	80,448	1.6	1.2
Pennsylvania	11,961,000	48,478,191	40,530	3.3	4.7
Rhode Island	1,004,000	5,913,886	58,903	0.4	0.4
South Carolina	3,560,000	12,259,588	34,437	0.8	1.4
South Dakota	703,000	4,510,403	64,159	0.3	0.3
Tennessee	4,953,000	18,082,446	36,508	1.2	2.0
Texas	17,349,000	65,815,511	37,936	4.5	6.9
Utah	1,770,000	13,967,705	78,914	1.0	0.7
Vermont	567,000	3,315,531	58,475	0.2	0.2
Virginia	6,286,000	42,697,122	67,924	2.9	2.5
Washington	5,018,000	46,060,663	91,791	3.1	2.0
West Virginia	1,801,000	8,282,611	45,989	0.6	0.7
Wisconsin	4,955,000	40,441,217	81,617	2.8	2.0
Wyoming	460,000	3,856,907	83,846	0.3	0.2

1/ 1991 population estimated by the U.S. Bureau of the Census.

Source: Compiled from the report "Public Libraries in the United States: 1991" (National Center for Education Statistics) and the dataset associated with that report.

Table 4-3. Public Library Universe and Attendance in the 1991 Public Library Statistics Program Dataset

State or area	Public libraries - NCES	Public libraries reporting attendance	Total 1/ attendance	Average attendance per public library 1/	Population 1991 (1,000s)	Total attendance to pop ratio
	(1)	(2)	(3)	(4)	(5)	(6)
United States	9,050	6,946	X	X	252,177	X
Alabama	206	NA	NA	NA	4,089	X
Alaska	83	78	2,653,242	34,016	570	4.65
Arizona	89	69	15,545,556	225,298	3,750	4.15
Arkansas	36	33	4,396,088	133,215	2,372	1.85
California	168	115	69,009,356	600,081	30,380	2.27
Colorado	119	110	10,765,859	97,871	3,377	3.19
Connecticut	194	68	8,542,110	125,619	3,291	2.60
Delaware	29	29	1,940,365	66,909	680	2.85
District of Columbia	1	1	2,370,939	2,370,939	598	3.96
Florida	112	63	28,286,085	448,985	13,277	2.13
Georgia	53	51	15,568,918	305,273	6,623	2.35
Hawaii	1	1	3,396,380	3,396,380	1,135	2.99
Idaho	107	83	3,055,294	36,811	1,039	2.94
Illinois	602	546	51,898,348	95,052	11,543	4.50
Indiana	238	193	20,470,136	106,063	5,610	3.65
Iowa	513	438	11,717,848	26,753	2,795	4.19
Kansas	338	307	9,286,576	30,249	2,495	3.72
Kentucky	115	110	7,201,952	65,472	3,713	1.94
Louisiana	64	50	6,702,047	134,041	4,252	1.58
Maine	225	146	2,770,691	18,977	1,235	2.24
Maryland	24	24	843,256	35,136	4,860	0.17
Massachusetts	374	119	11,476,734	96,443	5,996	1.91
Michigan	377	299	29,172,890	97,568	9,368	3.11
Minnesota	133	133	18,433,688	138,599	4,432	4.16
Mississippi	47	46	5,245,118	114,024	2,592	2.02
Missouri	150	115	13,819,432	120,169	5,158	2.68
Montana	82	80	2,135,398	26,692	808	2.64
Nebraska	270	178	2,312,577	12,992	1,593	1.45
Nevada	26	26	4,102,695	157,796	1,284	3.20
New Hampshire	230	194	4,346,040	22,402	1,105	3.93
New Jersey	311	290	34,718,152	119,718	7,760	4.47
New Mexico	63	38	2,565,966	67,525	1,548	1.66
New York	761	665	66,607,867	100,162	18,058	3.69
North Carolina	73	67	15,029,776	224,325	6,737	2.23
North Dakota	91	78	1,906,051	24,437	635	3.00
Ohio	250	187	40,740,975	217,866	10,939	3.72
Oklahoma	108	NA	NA	NA	3,175	NA
Oregon	124	67	7,046,674	105,174	2,922	2.41
Pennsylvania	448	369	25,556,051	69,258	11,961	2.14
Rhode Island	51	41	4,428,684	108,017	1,004	4.41
South Carolina	40	26	6,241,771	240,068	3,560	1.75
South Dakota	118	98	2,026,531	20,679	703	2.88
Tennessee	190	173	10,780,014	62,312	4,953	2.18
Texas	482	419	35,041,121	83,630	17,349	2.02
Utah	70	44	3,427,512	77,898	1,770	1.94
Vermont	204	142	1,602,080	11,282	567	2.83
Virginia	90	56	13,103,174	233,985	6,286	2.08
Washington	70	45	9,316,821	207,040	5,018	1.86
West Virginia	98	98	6,994,318	71,371	1,801	3.88
Wisconsin	379	337	21,233,523	63,007	4,955	4.29
Wyoming	23	1	220,250	220,250	460	0.48

NA - not available.
X - Not applicable.
1/ Reporting libraries only.
Source: Population data are from the Bureau of the Census, "Current Population Reports," Series P-2 (July 1992), and represent estimated population as of July 1, 1991. Public library statistics are from "Public Libraries in the United States: 1991" (National Center for Education Statistics, 1993).

Appendix. Linkage Among Definitions

The NCES dataset is comprehensive, with many of the variables linked together by category and by common references. As a consequence, a change in the definition of one variable can have an impact upon measures obtained for other variables. These influences can be quantified, as has been done in the appendix table. The table contains revised tabulations for the variables found in the 1991 PLS dataset. The revisions represent the tabulations that would have occurred at the national aggregate level, given a change in the state level application for the definition of public library.

The tabulations were made by subtracting from the 1991 PLS dataset those 70 public libraries that did not fully meet the public library criteria established by the FSCS. (Readers should refer to the *Report on Coverage Evaluation* for a discussion of this topic.) For each variable, the amount reported by the invalid public library entities was subtracted from the dataset total.

The measures for each variable declined in amounts ranging from a modest 0.1 percent to 8 percent. The revised counts represent only one way changes to definition, or application of a definition, have an impact on data. A second effect is not quantifiable. Public libraries that were omitted from the 1991 PLS dataset were identified in the *Report on Coverage Evaluation*. However, variable measures for these omitted public libraries (the undercount) frequently were not available, and when available could not be verified as corresponding in concept to the FSCS definition. Thus revisions in appendix table refer only to overcoverage in the PLS dataset.

Among the more sizeable decreases are those representing financial transactions. This is attributable to the fact that most of the overcounted library facilities were regional systems. These often serve primarily as financial and organizational entities only, without providing direct services to the public. What is important is that when these regional systems are involved in financial support for the public libraries, then the definitions for these items must be clarified to ensure that either no double counting exists, or that all financial transactions between the levels of library administration are accounted for properly and in a systematic manner. The financial variables will be examined fully in a later phase of the PLS evaluation.

Other sizeable decreases occur in the variables "film holdings" and inter-library loans "to." These also are consistent with the existence of regional systems. The latter often serve as facilitators in improving cooperation among public libraries for purposes of sharing resources.

Revised tabulations similar to appendix table could be made at the state level, for different years, or for different assumptions. For example, differences in the computation method for full-time equivalent employment would result in all the staff variables being measured differently. Section 3, subsection 3.1, contains some additional discussion of this issue.

For this reason, other possible linkages among the variables are identified below. For each, the implications are cited. These represent the points of clarification and recommendations that the FSCS may consider in reviewing the definitions.

Outlet Measures

1. The definition of public library affects all other variables in the dataset, when aggregated at the state and national levels. appendix table shows one example of the effect.

2. The definitions for central, branch, bookmobile, and other outlets all affect one another. The classifications should be exclusive. Any incorrect grouping, or inconsistent grouping among the states, has an impact on the statistical aggregates.

3. As described in the *Report on Coverage Evaluation*, bookmobiles could be classified as public libraries in some cases. The aggregate numbers for this event are relatively small, and affect few states.

Staffing Measures

4. The calculation method for FTE has a direct impact on all of the staffing measures.

Collection Measures

5. The most important link here is among the book, audio, film, and video measures. Collection materials should be classified into one category only, so that inconsistency among the states or within the states results in measures of dissimilar collection items.

6. The counts for all the variables are linked by the methodological references in the definition to physical counts versus titles.

Service Measures

7. Inter-library loans are linked by definition to what constitutes a loan to another public library. Clarification about what constitutes other public libraries is essential for accurate measurement.

Appendix Table. Revised Counts for Variables: 1991 Public Library Statistics Program Dataset

Variable	Original count (1)	Revised count (2)	Percent decrease (3)
Population	253,648,776	244,545,230	3.6
Central Libraries	8,940	8,890	0.6
Branch Libraries	6,542	6,515	0.4
Bookmobiles	1,125	1,115	0.9
Other Outlets	8,673	8,605	0.8
Staff-MLS	23,377	23,256	0.5
Staff - Librarians	34,579	34,432	0.4
Staff - Other	72,536	72,140	0.5
Staff - Total	108,187	107,629	0.5
Local Income	3,579,998,302	3,575,817,551	0.1
State Income	608,895,154	583,936,654	4.1
Federal Income	56,129,164	54,573,123	2.8
Other Income	418,245,663	406,313,956	2.9
Total Income	4,662,017,441	4,619,390,442	0.9
Expenditure - Salaries	2,266,073,123	2,251,707,702	0.6
Expenditure - Benefits	485,247,304	481,556,574	0.8
Expenditure - Staff Total	2,754,217,803	2,736,161,652	0.7
Expenditure - Total	4,323,937,819	4,283,424,565	0.9
Expenditure - Capital	514,625,622	503,563,327	2.1
Bookholdings	628,810,333	625,633,479	0.5
Audio Holdings	20,461,554	20,403,583	0.3
Film Holdings	616,382	588,333	4.6
Video Holdings	5,556,542	5,516,513	0.7
Subscriptions	1,777,473	1,772,711	0.3
Attendance	676,063,758	675,549,809	0.1
Reference Transactions	222,076,699	222,009,355	0.1
Total Circulation	1,467,489,548	1,465,348,919	0.1
Loans to	6,040,157	5,554,777	8.0
Loans from	6,571,997	6,545,264	0.4
Unduplicated Population	242,853,806	236,392,672	2.7

Note: "Original count" is the variable total from the 1991 Public Library Statistics dataset. dataset. "Revised count" is colum 1 less the count for the invalid public libraries contained in the 1991 PLS dataset. See appendix for additional explanation.

Source: Compiled from counts of public libraries contained in the "Report on Coverage Evaluation of the Public Library Statistics Program" (National Center for Education Statistics, 1994), and from "Public Libraries in the United States:1991" (National Center for Education Statistics, 1993).

BIBLIOGRAPHY[7]

Alabama Public Library Service, *Library Directory and 1992 Statistical Report,* (Montgomery, AL, 1993).

Alaska Library Association, *1993 Alaska Library Directory,* Alaska Library Network, (Fairbanks, AK, 1994).

Arizona Department of Library, Archives and Public Records, *1993 Arizona Library Directory, (*Phoenix, AZ, 1993).

Arkansas State Library, *1993 Arkansas Public Libraries Directory,* (Little Rock, AR, 1993).

Bowker, R.R., *1993-94 American Library Directory,* 46th ed., New Providence, RI, 1993).

California Library Development Services Bureau, *1993 California Library Directory (*California State Library, Sacramento, 1993).

Colorado Department of Education, *1992-1993 Colorado Education and Library Directory* (Denver, CO, 1992).

Connecticut Division of Public and Cooperative Library Services, *Public Libraries in Connecticut, Librarians, Library Hours* (Rev. 2/93, Connecticut State Library, Hartford, CT, 1993).

Delaware Library Association, *1993 Directory of Delaware Libraries* (Wilmington, DE 1994).

District of Columbia Public Library, *1993 D.C. Public Library Summer Hours* (Washington, D.C., 1993).

Florida Division of Library and Information Services, *1992 Florida Library Directory with Statistics (*Florida Department of State, Tallahassee, FL).

Georgia Division of Public Library Service, *1990 Georgia Public Library Statistics,* Georgia Department of Education,

---

[7] It is noted that numerous state reporting instructions were referenced for this evaluation report. These are unpublished documents or electronic instructions that accompany mandatory forms or questionnaires for local public libraries. Thes were obtained with the cooperation of the Department of Education and the National Commission on Libraries and Information Science. For documentation purposes, readers can refer to the individual state library documents cited above, for which these reporting instructions were usually issued.

Atlanta, GA, 1991).

Hawaii State Public Library System, *Listing of Hawaii State Public Libraries* (Hawaii Department of Education, Honolulu, HI, 1993).

Idaho State Library, *1991-1992 Idaho Public Library Statistics* (Boise, ID).

Illinois State Library, *Directory of Illinois Library and Information Network (ILLINET)* (Illinois Secretary of State and State Librarian, Springfield, IL, 1989).

_____, *Illinois Libraries* (Illinois Secretary of State and State Librarian, Springfield, IL, 1991, and 1990).

Indiana State Library, *Statistics of Indiana Libraries 1989, Labels of Indiana Public Libraries* (Indianapolis, IN).

Iowa Department of Education, Iowa State Library, *1992 Iowa Library Directory* (Des Moines, IA).

Kansas State Library, Kansas Library Development Division, *Directory of Public Libraries,* (Topeka, KS, 1990).

_____, *1989 Kansas Public Library Services: Directory and Statistics* (Topeka, KS 1990).

Kentucky Department for Libraries and Archives, *Directory of Kentucky's Libraries and Archives* (Frankfort, KY, 1991).

Louisiana State Library, Louisiana Department of Culture, Recreation and Tourism, *1992-93 Louisiana Library Directory,* (Baton Rouge, LA).

Maine State Library, *Maine Public Libraries, Directory and FY91 Statistics* (Augusta, ME, 1992).

Maryland Department of Education, Division of Library Development and Services, *1993-94 Directory of Public Libraries in Maryland* (Baltimore. MD,)

Massachusetts State Library, *1992-93 Directory of Public Libraries in Massachusetts* (Boston, MA, 1992).

Michigan, Library of, *1990 Directory of Michigan Libraries* (Lansing, MI,).

_____, *1992-93 Directory of Michigan Libraries* (Lansing, MI).

_____, *1993-94 Directory of Michigan Libraries* (Lansing,

MI).

Minnesota Department of Education, Office of Library Development and Services, *Spring-Summer 1992 Directory of Minnesota Libraries* (St. Paul, MN, 1992).

Mississippi Library Commission, *Mississippi Public Library List* (Jackson, MS, 1993).

Missouri State Library, *1993 Directory of Missouri Libraries: Public, Special, College and University Libraries* (Jefferson City, MO).

Montana State Library, *1993 Montana Library Directory* (Helena, MT).

Nebraska Library Commission, Computer Listing of Nebraska Public Libraries (Lincoln, NE).

Nevada State Library and Archives, *1993 Library Directory and Statistics* (Carson City, NV).

New Hampshire State Library, *1993-1994 Directory of New Hampshire Libraries* (Concord, NH).

New Jersey Department of State, State Library Division, Computer Listing of New Jersey Public Libraries-unpublished (Trenton, NJ).

New Mexico State Library, *1993 New Mexico Library Directory,* (Santa Fe, NM).

New York Division of Library Development, *1992 Directory of Library Systems in New York State* (Albany, NY).

North Carolina Department of Cultural Resources, State Library Division, *Directory of North Carolina Public Libraries,* unpublished listing (Raleigh, NC, 1993).

North Dakota State Library, *1991-1992 North Dakota Library Directory* (Bismarck, ND).

Ohio State Library, *Listing of Ohio Public Libraries, unpublished* (Columbus, OH, 1993).

Oklahoma Department of Libraries, *1991-92 Roster and Statistics of Oklahoma Public and Institutional Libraries* (Oklahoma City, OK, 1992).

Oregon State Library, *Directory of Oregon Public Libraries* (Salem, OR).

Pennsylvania Department of Education, Library Development Division, Pennsylvania State Library, *1993 Directory of Pennsylvania Libraries* (Harrisburg, PA, 1993).

Public Library Association, Public Library Data Service, *Statistical Report '93* (Chicago, IL, 1993).

_____, *Statistical Report '91* (Chicago, IL, 1991).

Rhode Island Department of State Library Services, *Public Library Directory* (Providence, RI, 1993).

South Carolina State Library, *Directory of South Carolina Public Libraries* (Columbia, SC).

South Dakota State Library, *1993 South Dakota Library Directory* (Pierre, SD).

Task Force on a Federal-State Cooperative System for Public Library Data, *An Action Plan for a Federal-State Cooperative System for Public Library Data* (Washington, D.C., 1989)

Tennessee Secretary of State, State Library and Archives, *Tennessee Public Library Directory 1992-1993 and Public Library Statistics July 1, 1991 - June 30, 1992* (Nashville, TN, 1993).

Texas Library Development Division, *Texas Public Library Statistics for 1991* (Austin, TX, 1992).

U.S. Bureau of the Census, *Government Finance and Employment Classification Manual* (Washington, D.C., 1992).

U.S. Department of Education, National Center for Education Statistics, *The DECPLUS User's Guide* (Washington, D.C., 1993)

_____, *Public Libraries in the United States: 1990*, (Washington, D.C., 1992).

_____, *Public Libraries in the United States: 1991*, (Washington, D.C., 1993).

_____, *Public Libraries in the United States: 1992*, (Washington, D.C., 1994).

_____, *Report on Coverage Evaluation of the Public Library Statistics Program* (Washington, D.C., 1994).

Utah Department of Community and Economic Development, State Library Division, *Directory of Public Libraries in Utah 1992-1993* (Salt Lake City, UT).

Vermont Department of Libraries, *Biennial Report, Statistics of Local Libraries July 1, 1990 - June 30, 1992, Vermont Library Directory* (Montpelier, VT, 1993).

Virginia State Library and Archives, *1992-1993 Directory of Virginia Libraries* (Richmond, VA).

_____, *Virginia Public Library Statistics 1991-1992* (Richmond, VA, 1993).

Washington State Library, *Directory of Washington Libraries*, 1993 (Olympia, WA, 1992).

West Virginia Department of Education and the Arts, Library Commission, *Statistical Report*, 1991 and 1992, (Charleston, WV).

Wisconsin Department of Public Instruction, Division for Library Services, *1991 Wisconsin Library Service Record* (Madison, WI, 1992).

_____, *1992 Wisconsin Library Service Record* (Madison, WI, 1993).

Wyoming Department of Administration and Information, State Library Division, *Wyoming Libraries Directory*, 1992-93 (Cheyenne, WY).

ISBN 0-16-045467-0

90000

9 780160 454677

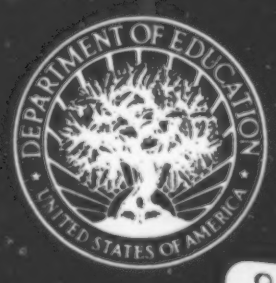
85

United States
Department of Education
Washington, DC 20208-5652

Official Business
Penalty for Private Use, $300

Postage and Fees Paid
U.S. Department of Education
Permit No. G-17

Third Class



BEST COPY AVAILABLE